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ABSTRACT

This report presents the observations and recommendations of the Minimum Foundation Program of Education (MFPE) Study Committee, a 27-member group created by the Georgia legislature in 1973 to recommend improvements in the state's educational system that would lead toward an equitably financed public education program offering adequate educational opportunity for every Georgian. The MFPE committee was divided into three subcommittees--Instructional Program, Supportive Services, and Financial Foundations. This report is organized into three corresponding sections containing the detailed findings and recommendations of each subcommittee, as approved by the full committee. (JG)

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ADEQUATE PROGRAM FOR EDUCATION IN GEORGIA

*Recommending a Foundation Program which provides
an equitably financed public education structure that
assures each Georgian an adequate educational opportunity*

Report of the
Minimum Foundation Program of
Education Study Committee
December 1973

EA 007 404

FOREWORD

For the past six months it has been our privilege to serve as co-chairmen of the Minimum Foundation Program of Education Study Committee. This group of 27 concerned men and women has worked diligently to recommend improvements in Georgia's educational programs that will carry us far toward providing an equitably financed public education program which assures each Georgian an adequate educational opportunity.

However, public education in Georgia can only be as good as the people of this state want it to be. We urge you to read this report and carefully consider the recommendations it contains. Our goal is an adequate program of education for all Georgians, but it can be attained only with the help and encouragement of all our citizens.

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INTRODUCTION

The report of the Minimum Foundation Program of Education Study Committee will shape the future of education in Georgia for at least the next ten years.

Created and organized by the Georgia General Assembly, the MFPE Study Committee assembled a staff and began work in the spring of 1973. The members of the Study Committee represent a broad range of backgrounds and interests but share one common goal—improving education in Georgia. To determine the best means to reach this goal the Committee divided into three subcommittees—the Instructional Program, chaired by Governor Jimmy Carter; Supportive Services, chaired by Ray Herman; and Financial Foundations, headed by Representative Hugh Jordan. These subcommittees weighed each issue in depth and made detailed recommendations which were then condensed and presented to the full committee for final approval. Each detailed recommendation of the subcommittee is included in the complete report. Throughout the Committee's lengthy deliberations many ideas were presented on how to best achieve a particular objective, but the overriding goal of adequate education for every person always remained.

All of the issues presented in this report are building blocks for a quality program of education; if any piece is removed, the whole structure will be weakened. Whether we are talking about a supportive service, the instructional program, or financial foundations, each issue is an interlocking piece of the total picture of an adequate program of education in Georgia.

The recommendations of the Committee are both complex and far-reaching. Some are designed to be readily implemented while others will not be feasible until financing or other resources can be made available. All, however, are recommendations which should be provided for all Georgia children as soon as is practical.

The State of Georgia depends upon its present system of public education to insure its future growth and development. Education is a long-term investment that affects every aspect of our society. The more we choose to invest now—both in quality programs as well as in dollars—the greater the rewards to our society.

Section I
INSTRUCTIONAL PROGRAM

Public education in Georgia traditionally includes responsibility to pre-school children, students in grades one through 12, and adults participating in vocational, avocational or basic education. Each of these groups can be divided into sub-groups in need of specific educational services. The Instructional Program Subcommittee addressed the needs of each of these groups and recommended ways to meet these needs through the educational program.

Governor Jimmy Carter chaired this subcommittee, with Representative Peyton S. Hawes, Jr. serving as vice-chairman. Other members were: Senator Don Ballard, William J. Breeding, Margie Britt, Jim Langford, Representative A. T. Mauldin, Anna Elisa Trimble, and Dr. Grant Venn. Senator Terrell Starr and Representative Robert Farrar served as ex-officio members.

GENERAL EDUCATION

Many educators feel that education of the past failed in many respects because it produced too many passive, intolerant, authoritarian, inflexible personalities. They stress an urgent need for a "new" education which will produce actively inquiring, creative, and tolerant personalities who can face uncertainty and ambiguity without disorientation, and can formulate new meanings to meet changes in the environment which threaten individuals and mutual survival.

The critics of education have pointed out that knowledge is increasing too fast today for individuals to store it all. Machines can do it better and cheaper. They stress that in today's world of mobility and accelerated technological change, what children need—even just to make a living—are qualities that can never be programmed into a machine: inventiveness, flexibility, resourcefulness, curiosity and judgment. Educators agree that today's students will have to create and discover the new knowledge of tomorrow needed to cope with tomorrow's super-industrial-electronic age.

If the educational process performs its task successfully in today's world, then it must develop individual capacities which will enable each human being to become the most effective person he is capable of becoming and develop the individual as a responsible member of society.

Trends in the Number and Kinds of Students Needing General Education

The total number of students to be served by the public general education program appears to be undergoing a slight decrease. The number in grades 8-12 appears to be increasing, while the number in grades 4-7 is decreasing slightly and the number in grades 1-3 is decreasing significantly.

Nearly 50 percent of the 1972 high school graduates were in the job market—either actively employed or seeking work. This number is expected to increase if current trends continue.

Finally, all available evidence indicates that almost 30 percent of students within any given age level are not completing high school. The area vocational-technical schools and the military services appear to be the major options for dropouts who have not attained age 18. However, the area schools are not actively recruiting students below 18, and the military opportunity is becoming more limited as the volunteer army moves toward requiring high school graduation as a prerequisite for enlistment. Thus, the vast majority of the dropouts do not continue their education, at least not until they attain age 18, unless they choose to return to the public school from which they had dropped out. Most do not choose to do so.

General Education—including basic education, developmental education and vocational education—must provide, through "goal-oriented" tasks, the means for students to develop their own initiative, direct their own activities, apply their skills, and develop a healthy respect for learning in general. The concept of "career education"—wherein the student is helped to find his place in the world of work—encompasses these three components of general education. However, any attempt to isolate career education into a separate and distinct curriculum area would miss completely the central focus of the whole movement, which is to integrate the work environment into all curricular areas and to facilitate an interdisciplinary approach to the curriculum.

Career Education—Definition, Purposes, and Design Components

Career education may be defined as a sequentially developed education program which offers to all students—beginning with the first grade or earlier, and continuing into adult life—opportunities for career orientation, exploration, and job preparation. Its objectives are:

1) To increase the student's options for occupational choice.

2) To eliminate barriers (personal, social and economic) to attaining job skills.

3) To enhance learning achievement in all subject areas and at all levels of achievement.

Programs need to be designed to help students accomplish career development tasks at increasing levels of maturation from the standpoint of both occupational and educational adjustment. Beginning with the elementary grades (K-6), students need to become oriented to the world of work and the responsibilities involved. Continuing into the middle grades (7-9), exploration of various career opportunities should give students deeper understandings of job characteristics and requirements, as well as "hands-on" experiences which provide basic knowledge about skills involved. At the high school level (grades 10-12), exposure to a variety of occupations—centering upon vocational "clusters" and combining work and study in a cooperative arrangement between schools and the business community—should lead to development of specific skills which can be utilized for either job entry or advanced training. Throughout these various levels of career development vocational guidance needs to be integrated into the curriculum so that attitudinal and emotional preparation of students can lead to confortable and effective transition from school to work.

In the past, segmentation of learning has discouraged the student from transferring knowledge gained in school to life outside of school. Career education, with its emphasis upon real life situations, will help to remedy this situation.

Basic Education

Basic education includes the development of an expansive vocabulary and a high degree of comprehension; mathematics; communication, consisting of both verbal and written expression; and work-study skills, such as knowing where to locate information and ideas, and how to use time productively. Human relations can also be considered a basic skill to the degree that such relations enable the student to develop his other basic skills.

Developmental Education

Developmental education involves all aspects of general education other than basic or vocational education. In general, it consists of the development of the knowledge and understanding necessary to live a full and productive life. The major areas for which developmental education is needed are:

1) Physical environment
2) Social environment
3) Political environment
4) Work environment
5) Cultural environment

The physical environment is generally dealt with in exact science courses; the social and political environments are generally considered in the social science courses; and the cultural environment is treated primarily in the areas of fine arts and humanities, and is frequently given attention in the social sciences.

Developmental education, coupled with vocational education, enables the individual to graduate from high school with the ability to effectively continue his postsecondary education or to enter into a rewarding work experience, depending upon his career interest at that time.

Vocational Education

Many Georgia youth leave school with no work goals, no prospects of jobs awaiting them, no contacts in the business world, no knowledge about where or how to apply for jobs, no knowledge about job markets and opportunities, and no counselors to whom they can turn for advice and guidance in these areas.

While Georgia's schools have advanced considerably during the past few years in providing guidance and counseling services to students, job placement has not been given the emphasis and consideration equal to that of college placement and most school counselors have lacked sufficient training or time to provide comprehensive and effective job placement services.

While it is generally conceded that some students will probably never desire or be able to further their education at the college level, the opportunity to equip themselves to do so should never be denied them. The educational establishment should resist the temptation to "separate out" slower students and steer them into specific vocational training programs at the expense of a full academic schedule. A better alternative would be for every student to be given the additional opportunity to prepare himself for gainful employment as he requires it—both during his school years and after his graduation.

School dropouts often have a multitude of needs which cannot be met within the regular classroom. Special remedial programs geared to alleviating educational deficiencies are most often needed by these individuals, but financial and psychological counseling are also often required before vocational training can offer any substantial benefits.

Specific instructional needs for an adequate vocational education program include the following:

1) Demonstrated models/approaches for fusing career-oriented activities into the regular curriculum. (Team approaches, coordination, administration, teacher training, instructional techniques, etc.)
2) Resource people from the business community.
3) Materials and supplies, tools and equipment, products and processes, and laboratory experiences to supplement the learning environment and enhance the creativity of students.
4) Differentiated staffing, to facilitate interdisciplinary educational processes.

Coordinated Vocational-Academic Education Programs

The Coordinated Vocational-Academic Education Program (CVAE) is designed to serve those students 14 years of age and older whose learning styles differ markedly from the college-bound student. Its purpose is to provide the under-achieving student with concrete experiences geared to his interest and level of achievement. Such experiences (in vocational laboratories or work stations) are used as vehicles for learning the more abstract skills in math, science and communication. Many younger students (14 and 15 year olds) may need to be placed in jobs within the school system until they can demonstrate higher levels of maturity for holding jobs in private businesses. Also, special materials, classrooms and resource people are needed for instruction, as well as special program teacher-coordinators.

Job Placement Program

A job placement program should be provided for all schools with comprehensive career education programs and integrated with the regular instructional and counseling programs. Its objective should be to provide job placement assistance to all high school aged youth who may leave school either as dropouts or graduates and who plan to enter the job market. To facilitate such placement, trained personnel (consisting of single individuals, or coordinating placement teams if necessary) are needed. In addition, facilities should be provided for up-dated job placement record systems (to include records of available jobs and student employment status) and follow-up services to students. Placement services should be provided to students on a year-round basis, with additional personnel being added during summers as necessary.

In conclusion, the general education program must focus more on the needs of individual students if it is to be effective. Thus, in some instances the categorical aspects of the Foundation program will need to be made more flexible. The MFPE Study Committee is aware of the need for a reduction in the instructional personnel-pupil ratio; however, it is also aware of the need to expand program elements (such as vocational, compensatory and special education, fine arts, and physical education) designed to meet special needs. Thus, the Committee has placed emphasis on the adoption and expansion of these special program elements as a means to reduce the instructional personnel-pupil ratio.

More funds will be needed in some areas to attain improved student achievement, notably instructional media. The current program, even if vocational courses are offered, is not truly a comprehensive program, thus changes in the Foundation law should provide incentives for a comprehensive approach. Career education offers a focus under which a more comprehensive approach can be introduced. Its focus should be to maximize all skills and knowledge that are necessary to function effectively in all aspects of life. These include use of leisure time, expression of one's creativity, and enrichment of life as well as the development of vocationally oriented skills.

The subcommittee made the following detailed recommendations pertaining to General Education, which were later condensed and approved by the full Committee:

- Each year for each local school system the proportion of graduating high school students who have received five or more Carnegie units (or 15 or more quarter units) involving either vocational laboratory experiences or supervised work experiences should be computed; and the allocation of instructional units for grades 9 through 12 for the succeeding year should be based on the appropriate teacher-pupil ratio as follows:

Percentage of Graduates with 5 or More Units of Vocational Laboratory or Work Experience	*Instructional Unit-Pupil Ratio*
0 - 20	1:25
21 - 50	1:24
51 - 75	1:23
76 - 100	1:22

(An amended and more general version of this and the following two recommendations were later adopted by the full Committee.)

- The instructional unit-pupil ratio for grades 6 through 8 should be 1:27 (which is the current ratio for these grade levels), unless the State Board of Education certifies that the local school system has a comprehensive career exploration and pre-vocational program. In the latter situation, the instructional unit-pupil ratio for grades 6 through 8 should be 1:26 (which would be a slight reduction for these grade levels).
- The instructional unit-pupil ratio for grades 1 through 5 should be 1:26.
- A local school system should be allowed to use up to one-third of its instructional units allotted for any single school to employ licensed instructional personnel; provided, however, that the State Board of Education has approved the program improvement plan which describes how these funds will be utilized and that the instructional units utilized for this purpose will be funded at the average T-4 salary funded under this section of the Foundation law.
- The State Board of Education shall grant funds, including reimbursement for actual travel expenses, to local school systems to employ members of the instructional staff to supervise high school students engaged in a work experience either before or after the school day or on Saturday; provided, however, that the monthly remuneration to any individual for this service does not exceed one-third of his monthly salary and that he is supervising at least ten students who are receiving credit toward graduation for these work experiences.
- If a local school system is not receiving state funds for a year-round operation of its high schools, the State Board of Education shall grant funds, including reimbursement for actual travel expenses, to the local system to employ instructional staff to supervise employed high school students during the summer vacation period; provided, however, that the remuneration to any individual during this period does not exceed one-third of his salary for the preceding academic year and that he is supervising at least ten students who are receiving credit toward graduation for these work experiences.
- The State Board of Education should be authorized to supplement the salaries of permitted instructional personnel; provided, however, that the total salary for such personnel is no more than that of certified instructional personnel holding equivalent certification.
- The State Board of Education shall grant funds to local school systems for initial and replacement equipment for vocational laboratories on the actual cost basis.
- Funds for instructional media should be provided at the rate of $500 per instructional unit.
- The State Board of Education shall allocate to either local school systems or Cooperative Educational Service Agencies one director of job placement for every 5000 ADA in grades 7 through 12, and these placement directors should be responsible for assisting local school system personnel in the advisement of students relative to career exploration experiences, to work experiences, and to employment opportunities; in the follow-up activities once students leave high school; and in the coordination of placement services with the Georgia Department of Labor.
- The State Board of Education shall reimburse local systems on the actual cost basis for providing transportation for students who are receiving credit for work experiences, for students who are receiving training in instructional laboratories that are more than 1½ miles from the high school they attend normally, and for students who need to take field trips as a part of their career awareness or career exploration program.
- The State Board of Education and the Georgia Department of Labor should investigate labor laws to determine ways in which employment restrictions might be modified to promote work experiences for youth who are enrolled and supervised in high school vocational programs and recommend these modifications to the General Assembly.
- The State Board of Education should investigate with the Internal Revenue Service ways in which tax credits might be utilized as a means of stimulating industrial and business corporations to provide vocational training programs in cooperation with the high school program.
- In compliance with court decisions, State Board of Education policy or legislation should be adopted to entitle teenaged students who are married, a parent, or pregnant to the same educational instruction or its equivalent as other students; provided, however, that such policy or legislation

provides that such students may be assigned to a special class or program suited to their special needs.

- Any person who violates any provision of the statutes or regulations which deal with education shall be guilty of a misdemeanor and upon conviction thereof shall be punished as for a misdemeanor, and each day a prohibited act continues shall constitute a separate offense.

Recommendations

1 In order to provide greater flexibility to the local system, fund allocations should be made on the basis of instructional units rather than individual teachers and each school should be able to use up to one-third of such units for "licensed" personnel. The State Board should be authorized to supplement the salaries of qualified "permitted" teachers.

2 The State Board of Education should adopt a policy of providing incentive allotments to local school systems which initiate comprehensive program improvements at the 6-8 and the 9-12 grade levels. These systems would receive funds for start-up and continuation costs for programs at the 6-8 grade level which emphasize career exploration, and at the 9-12 grade level for programs which provide comprehensive plans for occupational development and work experience. This state funding plan would provide additional teachers to those systems which induce greater participation in these programs. Local systems should be free to make funding allocations within grades 6-8 and 9-12 in support of these programs and thereby generate a greater degree of individualized instruction for students. This flexibility to place teachers where needed would effectively reduce the pupil-teacher ratio. However, at no time should actions by the local system result in a pupil-teacher ratio higher than 1:25.

3 Instructional media should be provided at a rate per instructional unit which promotes individualized instruction.

4 State Board of Education policies and goals should promote a comprehensive program of career education to be made available to all students in grades K-12.

5 State funds should be provided to local school systems to purchase and replace equipment for instructional laboratories.

6 The General Education Program should facilitate the student's entry into employment or advanced training by providing adequate guidance, placement, and follow-up services.

7 A director of job placement should be allocated to local school systems or CESAs for every 5,000 ADA in grades 7-12, to assist systems in advising students and coordinating services with the Georgia Department of Labor.

8 In order to use the whole community as a learning laboratory, schools and communities should establish cooperative relationships which will foster responsible adulthood and integrate students into functional community roles.

9 Funds should be made available to local schools for instructional

staff to supervise community work experiences of students after school and during the summers.

10 Funds should be provided to reimburse school systems for the costs necessary for transporting students to and from authorized job sites during school hours; and for field trips connected with career programs.

11 The State Board of Education, in conjunction with the State Labor Department, should investigate labor laws and recommend ways in which employment restrictions can be modified to promote work experiences for youth who are properly enrolled and supervised in secondary school vocational programs.

12 Legislation or State Board of Education policy should be adopted to entitle teenagers who are married, pregnant, or parents, to an educational instruction program equal to that provided other students.

13 The judicious, properly supervised use of qualified students for teaching at the lower level in all areas (such as General Education, Special Education, Compensatory Education, Physical Education and Pre-school Education) should be encouraged.

SPECIAL EDUCATION

Approximately 12% of all school-aged children in Georgia deviate sufficiently from what is considered normal growth and development to prevent their receiving maximum benefit from the regular school program. To meet the needs of these children, specially qualified teachers, supplementary materials and equipment, differentiated methods, and other services and facilities are required.

The exceptional child can be identified within one or more of the following basic classifications: mentally retarded; special learning disabilities; behavioral disorders; impaired vision, hearing or speech; multi-handicapped; hospital or home-bound; and gifted. Most of these children can operate effectively in the regular classroom if they receive special services on a systematic basis for a relatively short period of time.

Mentally Retarded

The mentally retarded group includes the trainable mentally retarded (TMR) child who has an intellectual ability of one-third to one-half that of an "average" child of the same age, and the educable mentally retarded child with the intellectual ability of approximately one-half to three-fourths that of an "average" child.

The trainable group benefits most from programs designed to develop their usefulness within the home, special residential settings, or other sheltered environments. In the past, services for these children have mostly been assumed by private schools and community day programs. Increased participation in TMR programs by the public schools is presently a major need.

The educable mentally retarded child should not have a "watered down" curriculum at either the elementary or secondary levels, but one which includes development of basic skills, competencies in social living and personal health and full participation in programs such as homemaking and physical education.

Learning Disabilities.

Children with specific learning disabilities resulting from brain injury or other dysfunctions have disorders in one or more of the basic psychological processes involved in understanding or using language or performing mathematical calculations. Regular diagnosis, followed by close supervision by a learning disabilities teacher, in both self-contained classes and through itinerant programs, is essential for an effective correctional program. Many children with these disorders can still be enrolled in regular classrooms for much of the school day.

Behavioral Disorders

The child with behavioral disorders may be emotionally disturbed or socially maladjusted to the extent that he cannot adjust to his everyday surroundings or to forces within himself. Aggressive behavior, truancy, fighting, and defiance against authority are typical manifestations of maladjustment. For children with temporary or transitory disturbances, special itinerant, or resource, teachers are needed, while the self-contained classroom may be provided for those with chronic problems. To identify and provide follow-up services for severely emotionally disturbed children who may need to be placed in special residential or day care centers, provision should be made within the public school system for systematic psychological evaluation, diagnosis, and supportive services.

Physical Impairments

Depending upon their ability to communicate, children with hearing impairments are classified as either hard of hearing or deaf. The deaf child may need special instruction for a complete language structure or special help to maintain effective communication. Services of diagnosticians and counselors, as well as supplementary resource classes and itinerant services of specially trained teachers, should be made available for these students.

The visually impaired include totally blind children and those with visual handicaps resulting from congenital defects, eye diseases, injuries to the eye and poor eye coordination. Since partially seeing children may become educationally retarded or considered mentally retarded, early visual screening programs and follow-up services need to be made available to all schools. Small instructional units, resource rooms, and itinerant programs should supplement regular classrooms.

Speech problems of children may range from mild or deviant to severe speech and language disorders which interfere with communication or may cause children to become maladjusted. Culturally deprived children seem to have a greater need for special instruction than others. Most children can remain in regular classrooms and require only itinerant services on an individual basis or in small groups.

Hospital/Home Bound

The child who should be served under the hospital/home bound program is one who has a medically diagnosed physical illness which is noncommunicable and restricts him to his home or a hospital. The major objective should be to provide continuity to the child's planned educational program through sound and innovative instructional techniques.

Gifted

The gifted student, for purposes of this program, is defined as one whose mental ability, as determined by a standardized mental ability test and observational criteria, places him in the upper three to five percent of the general school population or who manifests exceptional ability or unique potential in one or more of the visual and performing arts. Since gifted children are exceptional children under Georgia law, clearly defined objectives for program and student development and instruction to meet identified needs are required.

An adequate program for the gifted would include enrichment experiences, acceleration in program pace, and special grouping as necessary. A specialized curriculum, special teachers and consultants who understand the nature and needs of the gifted, counselling personnel, and special opportunities for superior achievement, experimentation and creativity are all essential parts of a program for gifted students.

For all the children described above, unique instructional and therapeutic procedures may be required and should be readily available, either within each school system directly or through cooperative programs among school systems (such as CESAs).

Temporary diagnostic classes may be necessary for adequate diagnosis of learning difficulties and proper placement. Appropriate learning skills, social competencies, citizenship, personal and social adjustment, and vocational skill development are needed to prepare these students for participation in the community.

Vocational rehabilitation services available through the State Department of Human Resources should be used whenever needed. Specially trained resource teachers or itinerant special education teachers should be available to provide individual instruction or visit regular classrooms to help handicapped students and assist teachers with instructional programs. Since personal safety is a most important factor in an adequate learning environment for the handicapped, some schools may require alterations to school plant facilities.

Current Efforts

In 1968, the Georgia General Assembly passed a law which required that all local school boards establish and maintain special educational facilities, employ professional workers, establish an Advisory Committee, and develop and implement a plan for all exceptional children by the end of the school year 1975-76.

However, school systems are still a long way from reaching the goal set by legislative mandate. Although most systems (99 percent) provide or have access to programs, approved teachers and minimum facilities for educable mentally retarded children, there are still significant gaps in services for most other areas of exceptionality. Shortages of facilities and instructional programs, as well as consultative services, still exist for the multi-handicapped and those with specific learning disabilities, and for the visually handicapped and hearing impaired.

Considerable progress has been made in providing psychological services to children, and 81 percent of the systems now provide or have access to a school psychologist/psychometrist. Also, 79 percent of the systems indicate that they provide appropriate transportation as needed by exceptional children. However, both these services often fall far short of desired goals, and transportation of the severely handicapped is frequently neglected.

School systems generally lack up-to-date plans for developing programs and services and therefore have not provided for sequential learning experiences for most exceptional children – particularly at the secondary level.

Special education remains one of the few fields of education with major manpower shortages. Education programs for training personnel in special education remains a critical need in Georgia.

Classroom facilities and instructional media are inadequate – especially for multi-handicapped, visual, speech and hearing impaired, and gifted students – since fund allocation policies and procedures do not provide for excess costs necessary to provide instruction in these areas.

Program deficiencies relating specifically to the gifted are significant from the standpoint of meeting the needs of all exceptional children. Currently, school systems operating early admission to school programs for gifted pre-school children do not receive state reimbursement for these students until they reach six years of age; and there are no funds available to reimburse private schools for education of the gifted. No scholarships are available for special teachers of the gifted; and state funds have not been made available for inservice training programs for existing teachers.

Many school systems use Section 20 allotments for conducting remedial programs for underachievers, and thereby limit funds for comprehensive full-service programs. Furthermore, a school population-based allocation procedure for distribution of teacher units does not provide for the unequal distribution of handicapped students or for the fact that many systems have insufficient resources for developing a comprehensive program.

Some systems with widely scattered and small school populations may never be able to provide comprehensive programs for their exceptional children. However, the needs of most children can probably be served by 1975-76 if systems are encouraged to exercise more initiative in programming, if State Board regulations provide for effective utilization of funds, and if the State will provide supplemental assistance to:

1) Encourage cross-system programs and services.
2) Provide adequate maintenance and operation and other costs necessary for exceptional children.
3) Facilitate teacher training and retraining programs.
4) Encourage the use of Section 20 funds for exceptional children only.
5) Encourage adequate supply of leadership personnel and development of adequate programs.

Consolidation of sparsely populated school systems with geographically large areas could also be an important factor in providing comprehensive programs for all children.

The subcommittee made the following detailed recommendations in the area of Special Education which were later condensed and approved by the full Committee:

- The State Board of Education should adopt classification criteria for each category of exceptional student to be served on a statewide basis, both for those served in a self-contained setting and those served effectively in the regular classroom by an itinerant teacher.
- The State Board of Education should provide funds to local systems and CESAs for instructional services to students who meet the criteria of needing to be placed in a self-contained special education setting; and the appropriation to the State Board for this purpose should be based on one instructional unit, plus associated operating expenses, for every twelve annual average daily membership (ADM) of such students.
- The State Board of Education should provide funds to local systems and CESAs for instructional services to students who meet the criteria of needing the services of an itinerant special education teacher; and the appropriation to the State Board for this purpose should be based on one instructional unit, plus associated operating expenses for every 37 annual ADM of such students. Associated operating expense in this case includes the expense of the itinerant teacher's travel from one school to another, but excludes maintenance and operation (M & O) except when a resource room which is used primarily for the instruction of special education students is provided.
- The State Board of Education should provide funds to local systems and Cooperative Educational Service Agencies for one leadership position, plus reimbursement for actual travel expenses, for every 40 special education instructional units.
- The State Board of Education should be appropriated sufficient funds to finance 750 new special education units in each of the next two fiscal years—FY 1975 and FY 1976—so that the goal of meeting all students' exceptional needs will be a reality in FY 1976; and these funds should be reallocated to local systems and CESAs on the basis of unmet need.
- The State Board of Education should adopt a policy relative to the use of mini-buses for the transportation of special education students; be authorized to grant funds to either local systems or CESAs for the operation of mini-buses as prescribed by its policy; and be authorized to reimburse CESAs for the purchase of mini-buses; provided, however, that each such bus is used primarily to transport students who are receiving special education services being provided by the CESA. (This recommendation has been included in the section on Pupil Transportation.)
- All state funds for special education programs will be reduced by the amount of federal funds available for the same purpose; provided, however, that such federal funds are not for the expansion or improvement of these programs or that federal statutes, regulations and guidelines do not prevent such application of federal funds.
- The State Board of Education should require each local system to prepare a new or up-dated plan for providing services to all exceptional children within their jurisdiction which should clearly

identify priorities and strategies needed to have a comprehensive program by FY 1976; clearly designate which local agency—the local school system itself, a consortium of local school systems, or the CESA—will be responsible for providing services to each subpopulation; and be submitted to the State Board of Education no later than July 1, 1974.

- The State Board of Education should provide educational funds for exceptional children confined to institutions and attending outpatient centers on the basis of accurately established needs and comprehensive plans for meeting those needs.
- The State Board of Education and the Georgia Human Resources Board should establish a Coordinating Committee on Exceptional Children and Adults by no later than May 15, 1974. The committee should meet at least once every quarter and consist of no less than three members from each of the departments operated under the two boards, including at least one individual at one of the top two levels of management.
- The State Scholarship Commission should adopt priorities toward filling statewide needs for special education teacher preparation in critical areas of exceptionality, especially in geographical areas of the state where critical needs exist.
- The State Board of Education and the Board of Regents, through cooperative endeavors, should increase efforts to initiate teacher training programs which will meet statewide needs for special education teachers in critical areas.

Recommendations

14 Every exceptional student in Georgia should be identified through educational, psychological and medical testing and provided with an educational program which will contribute to the remediation of his exceptionality and develop his maximum potential for participating in family and community living.

15 The educational program for exceptional children should serve to integrate these students into the regular class program as early as possible, even if only on a part-time basis.

16 The state should be responsible for providing adequate educational services for the institutionalized or severely handicapped who are unable to attend a public school.

17 The state should provide special opportunities for advanced achievement, experimentation and creativity for gifted students.

18 One instructional unit should be provided for every 12 exceptional students with special needs. Appropriate funds for instructional media, maintenance and operation should also be provided.

19 One instructional unit should be provided for every 37 students who need the services of an itinerant special education teacher. Associated operating expenses should also be provided, including travel costs but excluding maintenance and operation except when special resource rooms are used.

20 One leadership position should be provided for every 40 special education instructional units.

21 Funds and services for exceptional children should be provided on the basis of accurately established needs of each subpopulation and comprehensive plans developed to meet those needs.

22 The State Board of Education and the Human Resources Board should establish a coordinating committee to develop and execute effective educational programs for institutionalized children and adults.

23 The Legislature, the State Board of Education, the Board of Regents, and the Scholarship Commission should make every effort to meet the personnel needs for special education programs by FY 1976.

COMPENSATORY EDUCATION

A great many Georgia youths are significantly behind in their educational achievement, yet they have no apparent mental, physical, or emotional handicap. Furthermore, nearly 37% of Georgia's fourth grade students and over 50% of the eighth grade students are one or more years behind national averages in their skill in reading. By the eleventh grade, nearly one-third of the students are three or more years behind national norms. The Committee has determined that these low achievers must be compensated in their learning, as early in school as possible, through remedial instruction in the basic skills (reading, math, and use of the English language). Without increased attention and individualized instruction, these children will fall further and further behind each year, fail repeatedly, and eventually drop out of school and into an overburdened job market with no marketable skills and little achievement in the basic and developmental skills. The high incidence of failures, low achievement, and dropping out provides strong evidence that a program to remediate low achievement is desperately needed in our state.

Diagnostic testing is an important part of an effective compensatory education program. Through comprehensive diagnostic testing, the teacher can identify the specific skills that each student has not acquired within each subject matter area. The teacher can then develop learning tasks which can be given to each student to build the skills he lacks.

Individualization of instruction can be used effectively with all students, in all types of settings, and in all subject matter areas; but this approach is particularly important for students needing compensatory instruction. These students have not mastered some very basic skills that are necessary for them to progress in their current grade-level learning tasks; yet they have mastered many other basic skills for which repetition would only cause boredom and hostility. The emotional state of the child, his level of frustration and dejection caused by repeated task failure, and his advancing school age necessitate that the remediation of basic skill deficiencies be on an individualized basis. Individualized instruction for the compensatory student can take place in his regular classroom, or he can be assigned to a special compensatory classroom on a full-time basis. The approach used depends on many factors, including the training of the classroom teacher, the availability of the needed resources for the regular classroom, or deficiencies and attitudes of the student. Although it is desirable to keep all students in "regular" classes whenever feasible, the critical point is that individualization of instruction must be established and operated effectively and efficiently for the benefit of the student.

Funding for compensatory education in Georgia currently comes from three sources—Title I of the Elementary and Secondary Education Act (ESEA, federal program), the Instructional Assistance Program (state program), and locally funded efforts.

Although Title I funds have increased each year, the number of students being served has dramatically decreased because federal guidelines have changed relative to eligibility. In 1970 most children from low income families were eligible; however, the amount of funds spent per child was too small to have a sufficient impact. Current guidelines restrict the use of funds to children of most need and require that Title I funds spent on each child must be approximately equal to 50 percent of state-local expenditures per child. The guidelines also require that for a child to be eligible, he must be attending a school representative of the entire school system in the percentage of children who come from families with annual incomes of $2,000 or less. In many school systems, federal funds are sufficiently available to help only the neediest students in schools eligible for the Title I Program.

In 1971, the General Assembly authorized $3.2 million for use in limited Instructional Assistance Programs. Most systems having the program reported a significant increase in academic achievement, and educators involved in the program reported some remarkable results—children who had never read were now reading and their attitude toward education in general was vastly improved. The committee feels that the early success of this program supports the need of a compensatory education program.

A number of wealthier systems have made use of local funds, as well as Title I and the Instructional Assistance Program, to develop extensive compensatory programs. These systems tend to have a high level of revenue per student as well as a very high concentration of children from low income families, and yet programs may vary from system to system, and even from school to school within a system. If a program is to be successful, it not only must have sufficient funds, but also should be continued for a sufficient period of time, and have a sufficient mix of additional personnel, additional instructional media, and a staff development program designed to bring about effective use of the new resources.

In conclusion, Title I programs of ESEA have demonstrated effectiveness in helping students who have needs for compensatory instruction in the basic skills. The problem is that program funds reach only the most needy students in the poorest of communities. The program serves only approximately 80,000 of the 275,000 students in grades 3 through 12 who need a compensatory program. Studies have shown that at least a 50 percent increase in school expenditures for disadvantaged students is needed if the compensatory program efforts are to be successful.

The subcommittee made the following detailed recommendations in the area of compensatory education which were later condensed and approved by the full Committee.

- Each local system should be reimbursed for actual test and student evaluation cost per student, excluding personnel cost, multiplied by the number of students who are estimated to be members of the Compensatory Education Target Population.
- On the basis of statewide testing programs, the State Board of Education shall estimate the number of students in each school system who are:
    1) one or more years behind national norms while in grades three and four (if ungraded, ages 8 and 9);
    2) one and one-half years behind national norms while in grades five and six (if ungraded, ages 10 and 11); and
    3) two years behind national norms while in grades seven through twelve (if ungraded, age 12 and older)

in reading skills, mathematical skills or skills in the use of the English language.

The State Board will then subtract from this number the number of students in these grades who would be served by Title I of ESEA (or an equivalent federal program if it should be replaced by one). The resulting number will be the number of students in need of the Compensatory Education Program.

- The State Board of Education shall be authorized to grant funds to each system annually which are equal to the number in need of a Compensatory Education Program multiplied by $250; provided that:
    1) the local system has detailed the manner in which the funds are to be expended in its Program Improvement Plan;
    2) the local system has provided assurances that these funds will not supplant other funds; and
    3) the local system has agreed to administer to all eligible students the pre-test and post-test adopted for this purpose by the State Board.

In the event that the General Assembly does not appropriate the funds needed for the total program, the funds will be distributed to lower grades first, starting with the third grade and progressing consecutively as far as the funds will allow.

After the first year of this program, the State Board of Education will reduce the number of students on which the actual grant to the local system will be based by one for each student who had participated in the preceding year and who did not gain at least three-fourths of a year for all three basic skill areas.

- Each local school system should administer a standardized readiness test, which has been adopted for this purpose by the State Board of Education, to all first grade students and cost of materials and scoring should be financed by state funds.
- On the basis of the statewide administration of the readiness test, the State Board of Education shall estimate the number of students in grades one and two who would score one deviation or more below the mean. The State Board will then subtract from this number the number of students in these grades who will be served by Title I of ESEA (or an equivalent federal program if it is replaced by one). The resulting number will be the number of students in grades one and two in need of a Developmental Education Program.
- The State Board of Education shall be authorized to annually grant to each system funds which are equal to the number of children in need of a Developmental Education Program multiplied by an amount up to $150; provided, however, that:

1) the local system has detailed in its Improvement Plan the manner in which the funds are to be expended to provide a developmental program to eligible students;
2) the local system has provided assurances that these funds will not supplant other funds;
3) the local system has agreed to administer to all eligible students the pre-test and post-test adopted for this purpose by the State Board.

In the event that the General Assembly does not appropriate the funds needed for both grades one and two, the funds will be distributed to finance the program for all eligible first grade students first.

After the first year of this program, the State Board of Education will reduce the number of students on which the actual grant will be based by one for each student who participated in the preceding year and who cannot score at least at the mean on a standardized readiness test.

Recommendations

24 Compensatory education should be made available to all students in grades three through 12 who are sufficiently behind in their basic skills (reading, math and use of the English language) and to children in grades one and two who score significantly below average on a readiness test. A child is considered sufficiently behind if he is at least one year behind the national norm in grades three and four, one and one-half years behind in grades five and six, and two years behind in grades seven through 12.

25 All students in grades three through 12 in need of a compensatory education program in the basic skills should be identified by an achievement test and administered a comprehensive evaluation which includes physical, psychological and educational components. Children in grades one and two in need of compensatory education will be identified through a readiness test.

26 The State Board of Education should determine the number of children in need of compensatory education who are not being served by existing federal programs and be authorized to grant annual funds to each system sufficient to provide needed services for these children, subject to federal legislation, rules, regulations and policies.

PRE-SCHOOL EDUCATION

Approximately one-third of all fourth graders and half of the state's eighth graders are one year or more behind the national average in reading and math. It has been shown that the dramatic high school failure and dropout rate currently characterizing Georgia's educational program begins in the primary grades with unprepared and underdeveloped children.

Most children have developed 50 percent of their mature intelligence by the time they have reached age four, and three-quarters of their adult reasoning ability is established by the time they reach age eight. Thus, by the time they enter school, more than two-thirds of their total intellectual ability is in place. An adequate developmental training program aimed at making pre-school children ready for the more academically-oriented instruction which commences in the first grade will insure that all children begin school with sufficient ability to learn and will sharply reduce the number of these students who, under present conditions, would repeat grades at great expense to the state, require compensatory education, or drop out of school entirely.

Handicapped Children

Current estimates indicate that 8,948 of Georgia's 5-year-olds and 17,577 of the states three and four-year-olds have physical, mental or emotional handicaps which prevent full use of their innate abilities.

Each year that they do not receive services either to remediate or to compensate for their handicaps results in a progressive or permanent retardation of their intellectual abilities.

Identification of and compensation for handicaps during the early years of a child's life are critical factors in determining his subsequent achievement in and out of school. Before entrance into school he needs to achieve sufficient levels of the following in order to function effectively in the first grade: oral language skills, perceptual skills, cognitive functioning ability, memory ability, muscle and motor coordination, basic knowledge of principles of personal hygiene, health and safety, positive self-esteem, the ability to work in groups and, for those in their fifth year, basic mathematical concepts.

Perceptually and Linguistically Deficient

Children who are classified as perceptually or linguistically deficient have no readily diagnosable physicial, mental or emotional handicap, but are significantly lacking in the developmental skills necessary for satisfactory school achievement. These children are not mentally retarded and may even have intellectual ability which is above average. Frequently the cause of the retarded development cannot be identified. In many cases the environment in which the child is reared is devoid of stimulus. The child is not exposed to new and interesting things to see and hear, resulting in his inability to sustain attention and to acquire perceptual and language skills; adults around him generally do not relate to the past, thus inhibiting his memory development; his motor and physical development are limited; and his lack of language development results in a retardation of his cognitive skills.

The number of children who are perceptually or linguistically deficient is estimated to be 26,046 for ages three and four and 13,260 for age five.

The effectiveness of pre-school programs to ready these students for first grade has been demonstrated. A program focusing on developmental skills leads to higher IQ scores, fewer failures in first and primary grades, higher scores on readiness tests, and increased achievement in the first grade.

Through the use of developmental assessments administered early in each child's life, most of these children with significant perceptual or linguistic deficiencies can be identified.

Other Pre-School Children

Georgia has 70,326 children who are age five who do not belong to either of the two special groups discussed above.

These children will also profit from a pre-school program. A program which focuses on developmental skills will increase their readiness for first grade. In turn, the increased readiness will result in fewer failures and higher achievement.

The same goals which apply to handicapped and perceptually and linguistically deficient children are also pertinent for non-deficient children.

Current Efforts

Until the 1972-73 school year, only a few pre-school education programs had been developed in Georgia. Those were the locally funded programs in the Atlanta and Muscogee County Schools and several federally funded programs.

Beginning in FY 1974, state funds are available for a one-half day program for all physically, mentally and emotionally handicapped five-year-old children. The General Assembly appropriated $6.7 million for this program, based on the assumption that the handicapped constitute approximately nine percent of the five-year-olds, that all of these handicapped children would need transportation to their learning sites, and that funds for testing would be needed to identify these students.

The subcommittee made the following detailed recommendations which were then condensed and approved by the full committee.

- The State Board of Education shall provide funds for a developmental pre-school program on approximately a one-half day basis for a 180-day school year; attendance of children shall be optional; and the priority for initiating components shall be as follows:

1) mentally, physically and emotionally handicapped, age 5,
2) perceptually and linguistically deficient, age 5,
3) perceptually and linguistically deficient, ages 3 and 4,
4) non-handicapped and non-deficient, age 5,
5) mentally, physically and emotionally handicapped, ages 3 and 4.

The Georgia Board of Human Resources has the authority and is encouraged to establish programs for children of ages 3 and 4 until such time that the State Board of Education establishes a program for these children on a statewide basis.

- The appropriation to the State Board of Education for the purpose of financing approximately a one-half day pre-school program should be based on the following:

1) handicapped, age 5—one instructional unit for every 23 ADM,
2) deficient, age 5—one instructional unit for every 27 ADA,
3) non-handicapped, age 5—one instructional unit for every 40 ADA,
4) handicapped, ages 3 and 4—one instructional unit for every 21 ADM,
5) deficient, ages 3 and 4—one instructional unit for every 25 ADA,

plus associated operating expenses, and one leadership position for every 50 instructional units. For the first three years of operation of each component the grants should be adjusted at the mid-term to reflect the actual first four months ADA or ADM, and after that period of time the initial and mid-term adjustment process used for grades one through twelve will be utilized. The actual instructional unit-pupil ratio in each one-half day session would be one-half of the ratios recommended above. The difference in the ratios above are explained by two factors: younger children need more individualized attention than older children, and the severity of the handicap or the impairment affects the number of students which should be assigned to a unit.

- The grant for the pre-school program should also include funds for student transportation that is based on the following:

1) use of mini-bus for all handicapped and deficient students actually transported, assuming two runs by each bus for each one-half day session; and

2) use of the same transportation as the students in grades one through 12 for non-handicapped and non-deficient children who are age five.

- Each local system should be reimbursed for actual test and evaluation costs, excluding personnel costs, necessary to identify the handicapped and deficient pre-school children, up to $30 per child multiplied by the number of children who are estimated to be members of the handicapped and deficient pre-school subpopulations; and the State Board of Education should establish policy and procedures for the identification of these children.

Recommendations

27 Kindergarten should be provided for all five-year-old children in Georgia who reach age five on or before September 1 of the school year.

a) The program will include at least the equivalent of one-half day at school, five days a week.

b) This program can be most efficiently implemented in steps. Although ideally kindergarten should be available immediately, the realities of capital outlay needs, recruitment of qualified teachers, and curriculum development necessitate that this program be implemented over the next several years.

28 The State should provide early childhood education for three and four year olds who are either physically, mentally or emotionally handicapped or perceptually or linguistically deficient. As with kindergarten, this program can be most effectively implemented in steps.

29 The Department of Human Resources should provide services for those pre-school children not covered under this program.

30 The State Board of Education should establish and uniformly administer policies and procedures for identifying and placing the handicapped and deficient.

31 Instructional units should be provided on the basis of one teacher to every:

40 ADA – non-handicapped, age 5
27 ADA – deficient, age 5
23 ADM – handicapped, age 5
25 ADA – deficient, ages 3 and 4
21 ADM – handicapped, ages 3 and 4
(For ½ day, these ratios would be cut in half)

32 One leadership position should be provided for every 50 teachers.

ADULT EDUCATION

In 1970, nearly 70 percent of Georgia's population was over 16 years of age and over 60 percent of these adults were in the labor force. While many of the remaining 40 percent could not be considered as part of the labor market *per se*—such as those in military service, housewives, and the institutionalized—the number who would be able to work if given sufficient training and opportunity is estimated to be quite large.

Two major targets of an adult education program are the unemployed and the underemployed. The latter category includes those who desire full-time employment but can obtain only part-time work; those who are employed outside their appropriate skill area; those with good skills but comparatively low annual income; and those with incomes below the poverty level.

Data is not currently available to ascertain the number of adults within the unemployed and underemployed categories. However, the unemployed within the labor force number approximately 77,000. Those who are unemployed but who would work if appropriate employment were available has been estimated to be 225,000. Approximately 850,000 in the labor force have an annual income of less than $2,000. Thus, this target population is at least one million in number, or about one-third of the adult population.

To meet the needs of both the unemployed and underemployed, comprehensive adult vocational training programs should be made accessible statewide. Such programs should include recruitment and counseling services, must develop marketable skills, and provide placement and follow-through services which will assist individuals in finding satisfactory employment.

Approximately a quarter of a million of Georgia's adults 25 years of age and older (14.3% of the total population) have less than an eighth grade education or its equivalent and can be considered functional illiterates. This target population has been increasing at the rate of about 7,000 persons per year.

The illiterate person is one whose basic educational deficiencies impair his ability to obtain employment and to be a productive and responsible citizen. Deficiencies, particularly in communication and computational skills, restrict his involvement in society to the extent that he usually becomes a major component of the cycle of poverty and welfarism and tends to perpetuate illiteracy through his offspring.

In order to curb and prevent the cycle of poverty and attendant societal ills which it harbors (such as unemployment, sickness and crime), the educational system's first priority for this target population should be to reach all individuals with less than eight years of schooling through a program of adult education. An effective adult education (AE) program should include: the recruitment of individuals who need training in the basic educational skills; a diagnostic process to place each person into a program at the level he needs; individualized instruction; and placement services to help individuals find appropriate work and/or advanced training—especially vocational training.

Other categories of adults who have special education needs include the handicapped, foreign-born, and those 65 years of age and older.

While the disabled and handicapped comprise less than one percent of the total active labor force, they can contribute considerably to the economic life of a community if they are properly trained. Special outreach training and placement programs should be provided to meet their distinctive needs.

The foreign-born will comprise a more significant portion of Georgia's population in the future as Atlanta achieves the status of an international city, as more trade is established with other countries, and as more foreign-based industries are located within the state. Many of these individuals will need special education in communications and in areas dealing with social and economic institutions, and need to be reached with appropriate services.

Persons age 65 and over already comprise 11.8 percent of the adult population, and are steadily increasing. They too are frequently in need of basic and vocational education, and many are still seeking full or part-time employment. Also, the great amount of leisure time available to this group is creating demands for developmental, avocational, and recreational programs. Although a statewide comprehensive program may not be economically feasible at this time, every effort should be made to meet this growing need as soon as possible.

Current Efforts and Needs

The Georgia program for adult education has made significant strides since passage of the 1966 Adult Education Act. Efforts to provide basic facilities, administrative services and instructional staff, media and equipment throughout the state have been commendable, especially since state funds were meager in the early stages of the program.

However, as the state's economic position has improved, industrial demands for a skilled labor force have increased, while at the same time unemployment and welfare roles have swelled. Basic facilities and services have become outmoded and inadequate to meet both the increased demand for job entry, job upgrading, and advanced technical skills, and the need for specialized outreach programs and training for all types of unemployed persons, young adults, school dropouts, the illiterate, disadvantaged and handicapped persons, and the inadequately skilled.

The northeastern, southeastern and extreme southwestern portions of the state—especially rural areas—still lack basic facilities and services for both the adult education and adult vocational programs.

Counselling and placement services are inadequate for both programs, thus making it difficult to ameliorate problems which result in a high dropout rate and to provide efficient evaluation and follow-up systems for the programs.

Effective systems, procedures, and staff for coordinating adult education programs in secondary school facilities are presently lacking, thus hindering the implementation of such joint programs in areas where these are needed and feasible.

The existing educational facilities, especially those which can be used for adult education programs, are underutilized. Extended day programs, including afternoon, evening and weekend classes, are urgently needed as one (and as the least expensive) way to meet the increasing demand for services.

Since most of the adults served in the AE program are at the intermediate level (grades 5-8), and since federal funds are not available for expansion, a state-funded program to extend adult education to the secondary level (grades 9-12) is urgently needed as an incentive to prevent students from dropping out before completing their training at the eighth grade level.

State Board policy currently restricts AE programs to those who have reached the age of 18. This policy should provide for exceptions where restrictions would impose hardship upon 16-year-old youth who are out of school and unemployed and may be unable to obtain jobs because of their educational deficiencies. Such provisions would help to prevent additional unemployment and welfare problems, as well as make programs more accessible.

Many instructors do not have sufficient skills for working with adults, especially the type of adults encountered in AE programs. In-service programs have apparently not been adequate for this purpose, and more teachers certified in Adult Education are needed.

The anticipated expansion of adult education and adult vocational programs to the point that they are available statewide, presents an opportunity to lay the foundation for a community schools program in the future.

The movement to the community school concept is an attempt to reestablish a sense of community, to make better use of public resources, and to involve the whole community in the educational program. Experts on community education believe that the implementation of a community school results in: financial saving through the reduction of unnecessary duplication, increase in mutual cooperation and trust, and total mobilization and use of existing resources.

The subcommittee made the following detailed recommendations pertaining to Adult Education which were later condensed and approved by the full Committee:

- All individuals who have attained age 16, who have not attained an eighth grade education or its equivalent, and who have not been in attendance in a public elementary or secondary school for six consecutive months shall be eligible for enrollment in an adult education program.

- All individuals who have attained age 16, who are either unemployed or underemployed, who have not been in attendance in a public elementary or secondary school for six consecutive months, and who have the minimal reading and mathematical skills deemed necessary to complete a vocational training program shall be eligible for enrollment in an adult vocational program.
- The State Board of Education shall provide funds for the instructional services to students of adult education programs on the priority basis which follows:

1) less than an eighth grade attainment or its equivalent;
2) between an eighth grade and a 12th grade attainment or its equivalent;
3) more than a 12th grade attainment or its equivalent.

The appropriation to the State Board for this purpose shall be based on one instructional unit, plus associated operating expenses, for every 18,000 hours of class attendance by such students, and the appropriation to the State Board shall also include funds for one leadership position, plus reimbursement for actual travel expenses, for every 750,000 hours of class attendance by such students.

- The State Board of Education shall provide funds for the instructional services to students of both daytime and evening adult vocational programs on the priority basis which follows:

1) that at least one quarter of the daytime students on the statewide basis be unemployed, and
2) that individuals desiring to improve their employment potential be given preference in both the daytime and evening programs over individuals desiring to enroll in courses for avocational purposes.

The appropriation to the State Board for this purpose shall be based on one instructional unit, plus associated operating expenses. for every 15,000 hours of class attendance by such students; and the appropriation to the State Board shall also include funds for one leadership position, plus reimbursement for actual travel expenses, for every 750,000 hours of class attendance by such students.

- The State Board of Education shall provide funds for guidance personnel on the basis of one position for every 400 adult educational and adult vocational students who are enrolled in these programs.
- The State Board of Education shall be authorized to provide funds for adult education programs and for adult vocational programs to such agencies as listed below:

1) local school systems;
2) Cooperative Educational Service Agencies providing these services in behalf of two or more member systems;
3) area vocational-technical schools;
4) public colleges and universities, and
5) state institutions under the authority of the Georgia Board of Human Resources and the Georgia Board of Pardons and Parole. The program for each agency should be approved by the State Board and, in the case of adult vocational programs, be supervised by either the nearest area vocational-technical school or the Georgia Department of Education.

- The State Board of Education shall provide adequate funds for the development of adult education and adult vocational programs in those areas of the state for which these services are not readily available.
- The State Board of Education shall provide adequate funds for new and replacement equipment needed for adult vocational programs.

- The recommendations for Program Assessment and Program Improvement, except for a statewide testing program, should be applied also to the adult education and adult vocational programs.
- The State Board of Education should provide each Cooperative Education Service Agency with the funds to employ one consultant with expertise in the development and operation of a community education program.
- The State Board of Education should allow local school systems to utilize state-financed leadership positions as coordinators of community school programs; provided, however, that the plan for the community school is included in the program improvement plan that was approved by the State Board.

Recommendations

33 The State should provide that all persons age 16 and over be given the opportunity to develop competency in the basic skills equivalent to at least an eighth grade education, and to develop skills necessary to benefit from vocational training. Funding priority should be provided first to those adults with less than an 8th grade education; second to those adults who have acquired between an 8th and 12th grade education level; and last to those with more than a 12th grade education.

34 The State should provide that all persons age 16 and over who possess basic educational skills and are unemployed or underemployed be given the opportunity to develop occupational skills for job entry, job upgrading, or advanced technical training as needed to obtain satisfactory employment.

35 Sufficient guidance personnel should be provided to meet the needs of those participating in adult education.

36 The State Board of Education should be the central funding and coordinating agency for all adult education and adult vocational programs in the state.

37 The State should provide for all aspects of adult education—basic, vocational, developmental, avocational, and recreational—to be integrated as soon as possible into a comprehensive educational program which contributes to the development of the whole individual.

a) Every comprehensive high school in the state should also be designated as an Educational Community Center. These centers will operate 365 days a year, as demand dictates, and offer the following types of programs:

Recreational programs
Avocational courses such as arts and crafts
Adult education
Vocational education
Service organization meeting rooms
Programs for senior citizens
Driver training

b) A community education specialist should be provided for each CESA, and each school system should provide leadership positions for coordinating community school programs.

38 Every effort should be made to secure all available federal funds in the area of adult education.

FINE ARTS INSTRUCTION

Recent research indicates that a comprehensive fine arts program results in increased student achievement in basic and developmental skills. Exposure to the fine arts develops the student's ability to perceive and respond to experience by training him to use all of his senses more effectively. He develops an alertness and intelligent listening ability through the performing arts; better communication, both written and spoken, through drama and literature; and improved self-expression and confidence, creative ability, and a willingness to attack new things and ideas with novel approaches through all forms of fine arts. Through freer, more relaxed techniques of teaching, his learning processes are facilitated, and he becomes more interested in all learning tasks.

Through fine arts instruction children develop an appreciation for cultures—their own as well as that of others, and they learn that beauty and humanity can be expressed in the classroom, a microcosm of the community. Thus, a comprehensive fine arts program will contribute to school achievement and an improved quality of life.

A trend toward a heavier emphasis on the fine arts is definitely in evidence across the nation, yet a great many Georgia children go through the first seven years of school without coming in contact with a teacher specifically trained in the fine arts. State standards require that both art and music be taught to elementary and secondary students, but a majority of the schools have not met the standards. No state funds are currently provided for the specific purpose of fostering music, art, drama and dance in the public schools.

During the past few years, a number of activities (mostly funded through federal programs) have helped to supplement school programs in art. While these activities are by no means extensive, they have helped to stimulate interest in the arts in general and to give impetus to experimental programs already under way.

Although these supplemental programs are very worthwhile and helpful, they do not and cannot provide enough exposure to the fine arts to meet the student's need for this kind of education. And while these programs reach many children in public schools, the vast majority of Georgia school children have little or no opportunity for exposure to works of professional artists in music, dance, visual arts and drama.

Music

Present standards require one full-time special music teacher for each 500 pupils in elementary school. No such requirement is set forth for middle or secondary schools. A 1972 study by the Georgia Music Educator's Association indicated that music education needs are not being met, although the variety of music courses offered in high schools and the number of students participating in high school music has increased. Most junior high and middle schools have music programs, but they lack sufficient diversification of course offerings. In no instance has a single school system achieved the optimum music program recommended by the Music Educator's National Conference.

The major deficiencies appear to be a lack of qualified music teachers for the elementary grades and a lack of adequate offerings at the secondary level.

Visual Arts

The visual arts in general have been given low status in Georgia's schools. Reasons given for ineffective art programs have been inadequate support by local administration, inadequate facilities in many systems, and insufficient student participation at all levels of instruction. State standards do not require full-time art teachers in schools. However, in 1973, more systems had certified art consultants than music consultants. On the other hand, fewer schools (660 out of 1,971) had access to consultative services in art than in music. A higher proportion of secondary schools—more than 50 percent—than either elementary or junior high schools had art service rooms available for equipment, supplies, and use by art instructors.

No curriculum guides for art are yet available to school systems; however, the State Department of Education added an art consultant to its staff in 1972. Coordinative efforts with the Georgia Art Education Association and the Art Supervision and Administrative Organization are also under way to improve the visual arts program through the development of a statewide art curriculum, establishment of local art curriculum adapted to system needs, fostering of philosophies and environments conducive to art through in-service workshops to improve the status of art education, and revision of teacher education program criteria.

Dance

Studies show that dance (or movement) education has been practically non-existent in Georgia. Instances where such opportunities have existed are situations in which either the teacher is especially interested in dance, or the school has conducted an innovative project. Efforts are currently being made at the state level to study the whole area of movement education and physical fitness education and to coordinate these with other fine arts programs.

Drama

As with dance, drama activities that take place in schools are conducted generally by a dedicated teacher who has a particular interest in this area, or who knows that it is important to the student's development. Many English teachers at the high school level, for example, attempt to incorporate drama through annual plays or other activities which supplement literature courses. Music teachers also attempt to develop dramatic programs, and elementary teachers are generally expected to involve children in "play-acting" or other types of creative dramatics—although the teacher may have no training or background for helping children to acquire understanding and appreciation of drama as an art. At both elementary and secondary levels, dance and drama have generally been offered through traditional methods of "exposure" to outside or filmed performances.

In conclusion, it appears that the total child is not being developed under Georgia's current curriculum. Fine arts education in the elementary grades is generally being conducted by a classroom teacher who typically is not adequately trained for this area of instruction and who does not have sufficient material and equipment to conduct a comprehensive program. The fine arts offerings in the middle and high schools are generally limited, and in some areas almost non-existent. Most students complete their schooling with very little fine arts instruction.

The subcommittee made the following detailed recommendations pertaining to Fine Arts Instruction which were later condensed and approved by the full Committee:

- A music specialist should be available in the elementary grades on the basis of one to every 15 instructional (classroom) units, and funds for this purpose should be made available only if a music specialist is indeed employed for this purpose.
- A visual arts specialist should be made available in the elementary grades on the basis of one to every 15 instructional (classroom) units, and funds for this purpose should be made available only if a visual arts specialist is indeed employed for this purpose.
- The state should require that all students in grades seven through nine be provided each year with at least 90 class hours of fine arts, and that this be considered one of the state's minimum standard requirements.
- The state should require that all students in grades ten through 12 have access each quarter to at least one course in the visual arts, to at least two courses in the performing arts, and to a general course in aesthetics and humanities; that each student be required to have one course credit in either

the fine arts or in aesthetics and humanities in order to graduate; and that this be one of the state's minimum requirements.

- Adequate facilities for both the visual arts and performing arts should be available to every public school.
- State funds should be made available to expose students to the works of and experiences with professional artists; provided, however, that these funds are indeed used for this purpose.

Recommendations

39 A music specialist and a visual arts specialist should each be available on the basis of 1 to every 15 instructional classroom units in the elementary grades.

40 The State should require that all students in grades seven through nine be provided each year with at least 90 class hours of fine arts, and that this be considered one of the state's minimum requirements.

41 The State Board of Education should adopt as a minimum requirement that each student should have one course credit in the fine arts or in aesthetics and humanities in order to graduate.

42 Adequate facilities for both the visual and performing arts should be available to every public school.

43 Funds should be made available to bring professional artists and their works into the schools.

PHYSICAL EDUCATION

The newest concepts in physical education center around the development of the whole child. Instead of stressing only development of physical abilities, new approaches recognize the importance of creative self-expression, the combination of mental and physical activities in a physical education program, as well as the development of lifetime values and habits of good health and physical fitness.

Physical education programs (particularly at the elementary level) should be specifically designed and implemented to fulfill the needs, interests and capabilities of all students. According to the Society of State Directors of Health, Physical Education and Recreation (HPER), physical education programs should: 1) promote physical growth and development of children while contributing to their general health and well being; 2) make a major contribution to a student's physical fitness, endurance, flexibility, agility, balance, muscular strength, speed, power and coordination; 3) offer opportunities for students to develop wholesome self-concepts and acceptable perceptions of others; 4) promote constructive use of time, including leisure hours, in keeping fit and enjoying physical forms of recreation both in school years and throughout adult life; and 5) enhance a student's emotional, social, mental, moral, and ethical development and adjustment.

A well-planned physical education program is one through which students learn self-control, leadership, efficient movement, and cooperation through participation in physical forms of recreation.

Current Status of Physical Education in Georgia

Research indicates that a high correlation exists between academic achievement (particularly reading skills) and motor performance. Yet Georgia's policies concerning physical education, although recognizing that physical education is an important part of the overall instructional program, are not specific enough to assure adequate quality. In most elementary schools physical education is taught by a classroom teacher who has no training in teaching the basic fundamental skills for movement. Physical education courses are offered to some degree in all public high schools, but the emphasis is on coaching in highly competitive sports rather than on developing lifetime habits of keeping physically fit.

Elementary school: Current standards for Georgia's public schools require a minimum of 30 minutes daily in health and physical education instruction for every student in kindergarten through grade eight. A major problem in the elementary schools is the lack of physical education specialists. When budgets are trimmed, the first to go are the elementary music, art and physical education teachers. Where there is no physical education specialist, children do not usually get sequential, planned learning experiences; in many cases, physical education is simply free play. Some elementary schools have employed a specialist by increasing the teacher-pupil ratio above the standard, however, this one specialist has to teach every child (sometimes as many as 500 plus daily) and may be employed for the upper elementary grades only, or as teacher for the primary grades and advisor and helper for teachers in upper grades. In too many instances, the specialist has been trained with major emphasis in secondary physical education, with no training in the basic fundamental skills for movement.

Middle school: In many cases instruction in middle schools is superior to that of both high school and elementary school. Usually a certified physical education teacher conducts the instruction, but programs consist mostly of team sports. Daily physical education is required of all students, but some seventh and eighth graders are substituting other courses for physical education.

High school: Secondary physical education is not required by State Board policy above the eighth grade. Many programs are elective and do not experience growth because of the instructor's reluctance to accept change. Consequently, not enough high school students are acquiring the knowledge and understanding necessary for them to develop good physical and mental health. Programs are generally team sports oriented to winning the game rather than to forming good lifetime physical recreation habits. Other problems are lack of teacher initiative, principal apathy and lack of adequate facilities and equipment.

Adequate interscholastic sports programs do not exist for female students. Also, many schools do not employ enough female teachers, as administrators generally prefer to fill physical education teaching positions with male coaches.

A general need at all levels is qualified instructors with training in advanced techniques and concepts regarding movement education. Currently, elementary education majors are required to take only one course in physical education. For teaching health and physical education as a subject, instructors are certified on a kindergarten through grade 12 certification, with no differentiation of grade levels.

In conclusion, an overall physical education philosophy reflecting a total school approach to learning is lacking in Georgia. Physical education needs to be perceived not as an end in itself, but as a means of preparing students for a total life style. School administrators in Georgia generally have not expected or encouraged planned, sequential and comprehensive physical education programs. They need to exercise more initiative and leadership in making physical education programs available to all students, in enforcing state standards, in hiring qualified staff according to the needs of both boys and girls, and in providing instructional equipment. Programs need to be based on individual competency, so as to allow each child to progress at his own pace. Teacher certification for physical education instructors is not flexible enough, and teacher preparation is generally for the secondary level. Teacher training programs do not require enough preparation in health and physical education for prospective teachers. In addition, teacher training programs should be broadened, in compliance with State Law 32-1903 (1971 Acts) requiring colleges and universities to have separate courses in health and in physical education; and teacher certification should be based upon both elementary and secondary levels of instruction.

Recommendations

44 A physical education specialist should be made available in the elementary grades at the ratio of 1 to every 25 instructional classroom units.

45 The State should require that all students in grades one through nine be provided with at least 150 minutes of organized physical education activities, spread over a minimum of three days per week.

46 The State should make available each quarter to all students in grades 10 through 12 at least one course of organized physical education activities which is at least 150 minutes per week, spread over three or more days, and which will provide course credit toward graduation equivalent to other courses offered.

47 The State Board of Education should adopt teacher certification criteria for at least two separate levels of physical education instruction—pre-school through eighth grade and sixth grade through twelfth grade.

48 Adequate indoor and outdoor facilities for physical education should be available to every public school student.

DRIVER EDUCATION

Every year 55,000 people die in highway accidents—one person every 11 minutes. It is estimated that one out of every two people will be involved in a motor vehicle accident this year, at a cost of $13 billion to the nation. Safety officials say that progress in reducing the number of highway fatalities is the result of many actions: driver training in schools, stricter licensing procedures, use of safety belts and shoulder harnesses, improved highways and safer vehicles. However, the driver himself is still cited as the major contributor to highway accidents. In 1971, 83 percent of all accidents reported were attributed to improper driving.

In the driving years between ages 15 and 24, motor vehicle accidents take more lives than all other causes of death combined. In 1971, 21.6 percent of all drivers were under 25 and caused slightly over a third of all fatal accidents, with teenagers accounting for 14.9 percent. In Georgia in 1971, more fatal accidents were attributable to both teenagers (16.5 percent) and all youth under 25 (37.6 percent). In 1972 these percentages dropped slightly in Georgia, but they were still higher than national averages.

Georgia law currently licenses drivers at age 16; therefore all 15-year-olds are candidates for driver education. In public schools, approximately 90,000 students are eligible for driver education. Figures show that there will be a five percent increase in new 16-year-old drivers each year, and between 1973 and 1975 a ten percent increase in the under-25 driver.

A consistent and significant finding in numerous comparative studies is that persons who have had driver education generally have fewer accidents and traffic violations than those who have not. National studies reveal that driver education can reduce young driver accidents by 50 percent or more. It is critical that we educate our youth to possess the knowledge, skills, habits and attitudes that promote safe and enjoyable use of our highways.

Georgia is the only state in the southeast not funding a public driver education program, and one of only 11 states nationwide. Since state funds are provided only for classroom teachers, only a portion of public schools offer driver training. Teacher training is currently available at only four teacher training institutions, and only 15 quarter hours or three basic courses are required for teacher certification in driver education.

The National Highway Safety Act of 1966 requires that each state shall have a highway safety program that meets uniform standards established by the Secretary of Transportation. The Act goes on to state that failure to comply with the established standards will result in the loss of 10% of the state's highway funds from the federal government. One of these minimum standards (Section 4.4.4 Driver Education) provides that "There is a driver education program available to all youths of licensing age . . ."

At present we are not in compliance with this act. While Georgia has made progress in the secondary schools, it is estimated that driver education is being made available only to 50% of eligible students six years after the start of the State Highway Safety Programs. Unless this situation is corrected, the state's highway program may be placed in jeopardy.

Of 367 public high schools, 28[illegible] (or 77 percent) offer some type of driver education program. Some 274 schools offer a complete course in the subject without any direct state support. There are 426 teachers involved in the programs, using 600 free-loan training cars. The ratio is one teacher to every 105.6 students and one car to every 70 students currently served.

Some schools with programs have both simulators and ranges for driving, but most have either one or the other, not both. Only 35 school systems have complete driver education centers.

An adequate driver education program should consist of: 1) a 30-hour classroom phase with multi-media; 2) a 12-hour simulation phase; 3) a 10-hour driving range phase; and 4) a two-hour, on-street or behind-the-wheel phase. A *minimum* adequate program should consist of 30 hours in the classroom and six hours behind-the-wheel driving.

The subcommittee made the following detailed recommendations in the area of Driver Education which were later condensed and approved by the full Committee:

- Each public high school should be required to offer, either in that school or by cooperative arrangement with other high schools, a driver education course. This course shall be offered as a part of the regular curriculum, be at least one quarter in length, and lead to academic credit for successful completion. Such course will include a minimum of 30 hours of classroom instruction and six hours of behind-the-wheel instruction—with proper reduction in and substitution of behind-the-wheel driving time where simulators and/or driving ranges are available.
- State and federal funds should be provided to local systems on a reimbursement basis for the operation of the driver education program; provided, however, that the reimbursement does not exceed $50 per student who successfully completes the driver education course.
- The driver education staff and facilities should be made available to adults, especially those who are referred to a driver education course by a court or an appropriate governmental agency, insofar as funds and facilities are available for this purpose.
- The State Board of Education should develop criteria for the competency necessary to hold a Driver Education Teaching Certificate and issue such certificates to all persons who meet the criteria.

Recommendations

49 Each public high school should make a driver education course available to all students. This course should be part of the regular academic curriculum and include both classroom and behind-the-wheel instruction.

50 State and/or federal funds should be provided to local systems to assist with the operation of the driver education program; provided, however, that the reimbursement does not exceed $50 per student who successfully completes the driver education course.

51 The driver education staff and facilities should be made available to adults, especially those who are referred to a driver education course by a court or an appropriate governmental agency, insofar as funds and facilities are available for this purpose.

HEALTH EDUCATION

Georgians are plagued by many illnesses and subnormal conditions of health due in many cases to ignorance of the rules for maintaining good health. This incidence of unnecessary poor health contributes to the overloading of health facilities, high costs of therapeutic care, and often to poor school performance and unemployability or sub-marginal employment. It becomes a vicious cycle, with poor health habits transmitted from parents to children. To break this pattern, a strong, continuing program of health education is needed.

Although State Department of Education guidelines are now available for both elementary and secondary grades, none of our school systems have developed a comprehensive school health education program. Several factors have slowed the efforts to move toward such a program. There is a shortage of trained personnel within this field, which results in courses being taught by persons ill-equipped to teach health education. Many teachers are not able to relate to life-situations of today's youth and often ignore areas in which they do not feel qualified to teach. Some efforts have been made recently by teacher training institutions to provide qualified teachers, but comprehensive preparation and in-service programs are still lacking. The lack of a consistent statewide program has resulted in many different and often deficient approaches to the problem of health education. Too often health instruction is merely tacked on to other curriculum areas such as physical education, biology, or home economics where the health emphasis may be haphazard and superficial. Also, health instruction often ignores such major societal problems as drug and alcohol abuse, social diseases and teenage pregnancies. The latter is a significant problem since in 1972, 25% of all Georgia births were to teenage mothers (over 22,500), of whom 650 were under 15 years of age. Although the state has recommended that students who are pregnant or married prior to high school graduation be permitted to continue in school to obtain their diplomas, many school systems do not allow them to do so, thus depriving them of both basic education and health instruction needed for proper nutrition, pre-natal care and responsible parenthood.

To be effective, a health education program should be developed on a continuing rather than a "crash program", or crisis-oriented, basis. A planned, sequential curriculum providing health education throughout the school years is needed. This curriculum should be integrated with, not merely added to, other subject matter areas such as social studies, home economics, anatomy, physiology, biology and psychology. Physical and safety education should be considered part of health education, not *vice versa*. The curriculum should be directly related to the needs, problems and interests appropriate for the growth, development and maturity level of each student involved and should incorporate "value" training as well as subject information.

Trained, stable personnel who can effectively deal with personal and intimate problems of students, can accept students as individuals with unique needs, and who are willing to cover all subject matter crucial to a comprehensive program of health education are needed by local school systems.

Finally, school health programs should be coordinated closely with those of other agencies seeking to improve the physical and mental health of the entire community and should be integrated within the framework of all school health services.

The subcommittee made the following detailed recommendations in the area of Health Education, which were later condensed and approved by the full Committee:

- The State Board of Education, in conjunction with the Board of Regents, should develop criteria for a comprehensive program of teacher preparation in the area of health education and strongly urge teacher preparation institutions to adopt such criteria and establish such programs.

- A portion of the funds allotted for staff development should be used for the in-service training of teachers responsible for health education.

- The state should provide funds for a health specialist/consultant in each of the CESA units to provide leadership on the regional level, and these specialists/consultants should work closely with local systems to establish comprehensive health programs and to assure that a portion of media funds are used for these programs.

- State funds should be provided for a Task Force, sponsored by the Departments of Education and Human Resources, to study and identify plans and implementation mechanisms for providing family life, health, and nutrition education—including teacher training—in the public school systems.

Recommendations

52 Every student should be provided with a comprehensive program of health education, including instruction in physical and mental health; and special courses should be made available to prepare secondary students for adult responsibilities in the areas of personal, family, and community health care.

53 The health education program should be reinforced by a healthful and safe school environment and by facilities and services to help students function at their maximum effectiveness throughout their school years and on into adulthood.

54 Teachers of health education should have comprehensive training in the specific field of health education.

55 A health specialist/consultant should be provided for each CESA, to provide regional leadership in establishing comprehensive health programs in local school systems.

56 State funds should be provided for a task force to study and identify plans and implementation mechanisms for providing family life, health and nutrition education—including teacher training—in the public school systems.

YEAR-ROUND SCHOOL

Since Georgia, like the rest of the nation, is gradually becoming more urban, the traditional school year based upon an agrarian society is no longer necessary or practical. Higher costs for construction, equipment, and materials are making it more difficult to provide new educational and service facilities in many areas of the state.

Increasingly taxpayers are demanding that school facilities be used more efficiently and be available to the whole community. In response to public demand, more and more schools are operating or planning to operate a full twelve months. As of 1973, forty-eight local school systems will have reorganized their curriculums, particularly the high school curriculum, on the quarter basis and another 32 local systems are in the planning phase.

The effective implementation of a year-round school program could result in a number of important benefits. The school would be used all year except for a short period during which major maintenance could be done. The enrollment capacity of a school would be increased by one-third, thus the need for new buildings, equipment and facilities would be reduced. Double shifts would be unnecessary. The teacher, principal, and supportive personnel could receive one-third more pay if they work all year, as the increased ADA would earn the funds. Yet the cost to the taxpayers would be no more and would actually result in savings, as the staff would have served one-third more students and the school and equipment would be better utilized. The teachers who desire to work only nine months could do so and could use any term to return to college.

Only one school system, Atlanta City, allows students to attend the fourth quarter on a tuition-free basis. This fourth-quarter program is not supported by state funds but is financed from local revenues. All other systems which offer fourth quarter programs require additional tuition from each student, which is largely based on actual cost.

Generally, high schools providing some sort of four-quarter program have very few students who elect to graduate prior to their fourth year of high school. These systems generally have a summer average daily attendance (ADA) which is less than ten percent of the ADA during the other three quarters. Therefore, while the development of a curriculum on the traditional quarter basis may help

EXHIBIT 1

TRADITIONAL FOUR-QUARTER PLAN

(For any one quarter ¾ of the students would be in school and ¼ would be off, on a rotating basis.)

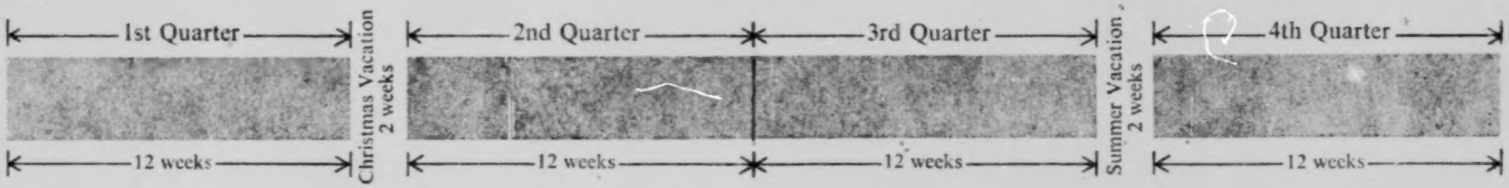
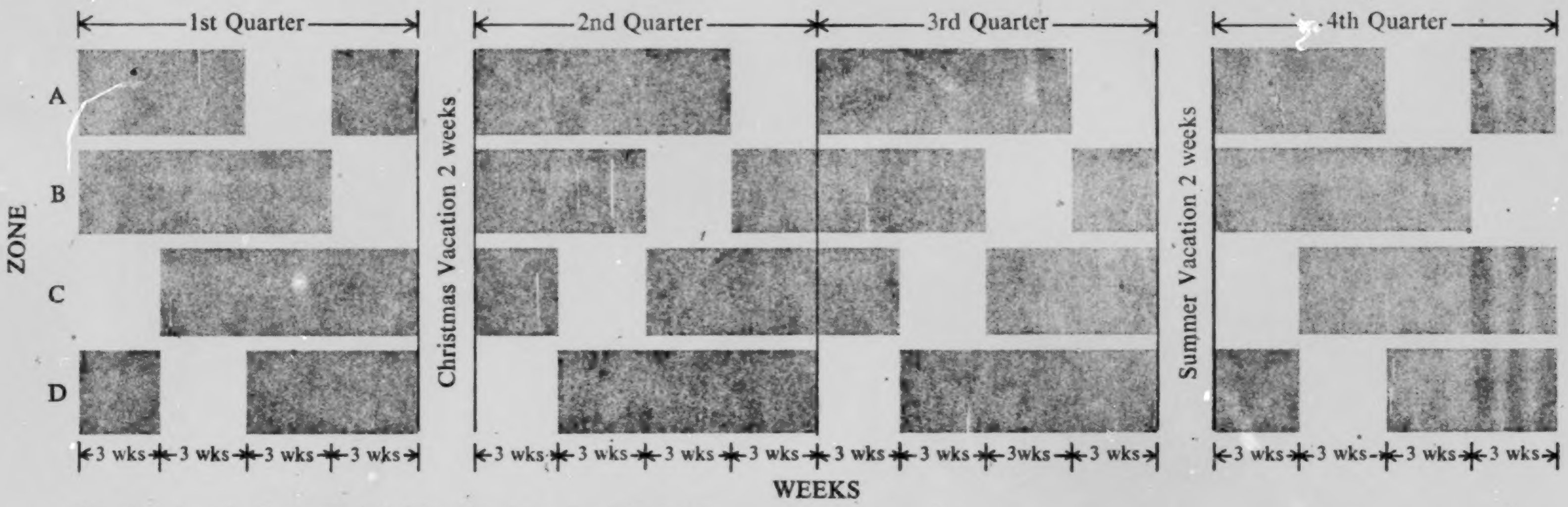

1st Quarter
12 weeks
Christmas Vacation 2 weeks
2nd Quarter
12 weeks
3rd Quarter
12 weeks
Summer Vacation 2 weeks
4th Quarter
12 weeks

EXHIBIT 2

SUGGESTED "ABCD FOUR-QUARTER" PLAN


1st Quarter
2nd Quarter
3rd Quarter
4th Quarter
ZONE
A
B
C
D
Christmas Vacation 2 weeks
Summer Vacation 2 weeks
3 wks
3 wks
3 wks
3 wks
3 wks
3 wks
3 wks
3 wks
3 wks
3 wks
3wks
3 wks
3 wks
3 wks
3 wks
3 wks
WEEKS

(Shaded Area Indicates Period When Students Are in School)

YEAR-ROUND UTILIZATION OF SCHOOLS

EXHIBIT 3

TRADITIONAL TRIMESTER PLAN

(For any one trimester, ⅔ of the students would be in school and ⅓ would be off, on a rotating basis.)

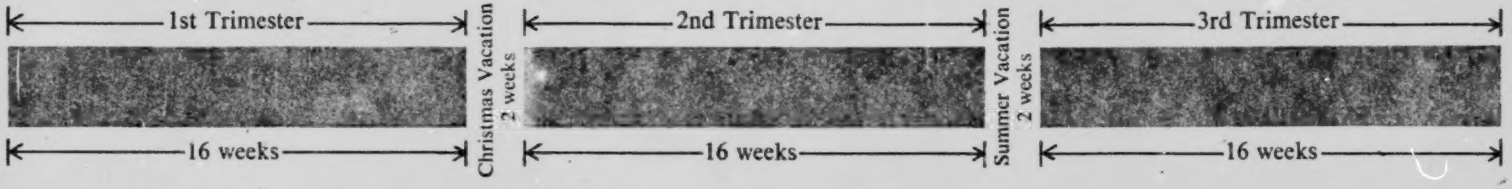
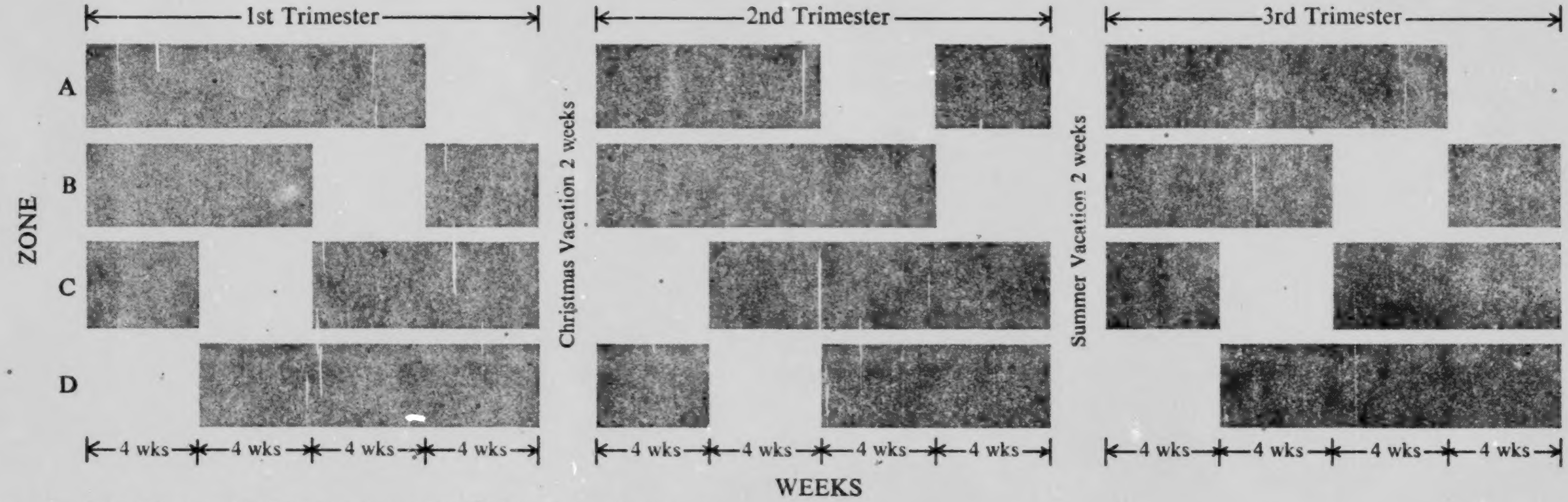

1st Trimester
2nd Trimester
3rd Trimester
Christmas Vacation 2 weeks
Summer Vacation 2 weeks
16 weeks
16 weeks
16 weeks

EXHIBIT 4

SUGGESTED "ABCD TRIMESTER" PLAN


1st Trimester
2nd Trimester
3rd Trimester
ZONE
A
B
C
D
Christmas Vacation 2 weeks
Summer Vacation 2 weeks
4 wks
4 wks
4 wks
4 wks
WEEKS

(Shaded Area Indicates Period When Students Are in School) to increase the retention rate of students, it does not necessarily encourage the year-round operation of schools. One reason for this is that both parents and students have traditionally planned annual vacations for the summer months; and the assignment of approximately three-fourths of the students to attend school during the summer while one-fourth do not, usually causes adverse public reaction which results in program failure. Thus, comprehensive programs have generally not been provided during the fourth quarter; and Georgia schools have adopted the policy that fourth quarter attendance is voluntary and, with the exception of Atlanta Public Schools, on a tuition basis. This, confounded by increased graduation requirements, has made the payoff for summer attendance too small, and students have elected to take very little advantage of the fourth quarter. Another approach is needed if a year-round program is to be effective.

Pages 40 and 41 display four possible school calendars for the effective year-round utilization of schools.

The traditional four-quarter plan (Exhibit 1) provides for quarters of 12 weeks each with 75% of the students attending school and 25% off, on a rotating basis, during any one quarter. In addition to the quarter that each student is off, every student will have two weeks vacation at Christmas and two weeks in the middle of the summer. Experience in other states has demonstrated that although this plan is simple to administer, it is not likely to promote public approval of year-round school due to the public relations problems resulting from the assignment of summer school to 75% of the students.

The "ABCD four-quarter" plan (Exhibit 2) is based on attendance areas for the elementary schools, middle schools, and high schools which are divided into four zones—A, B, C, and D—containing an equal number of students. (See Exhibit 5.) As the quarter opens, all students in zones A, B, and D will be attending school. At the end of three weeks, students in Zone D would stay home and students from Zone C would enter school. Three weeks later, students in Zone A would stay home and students from Zone D would enter school.

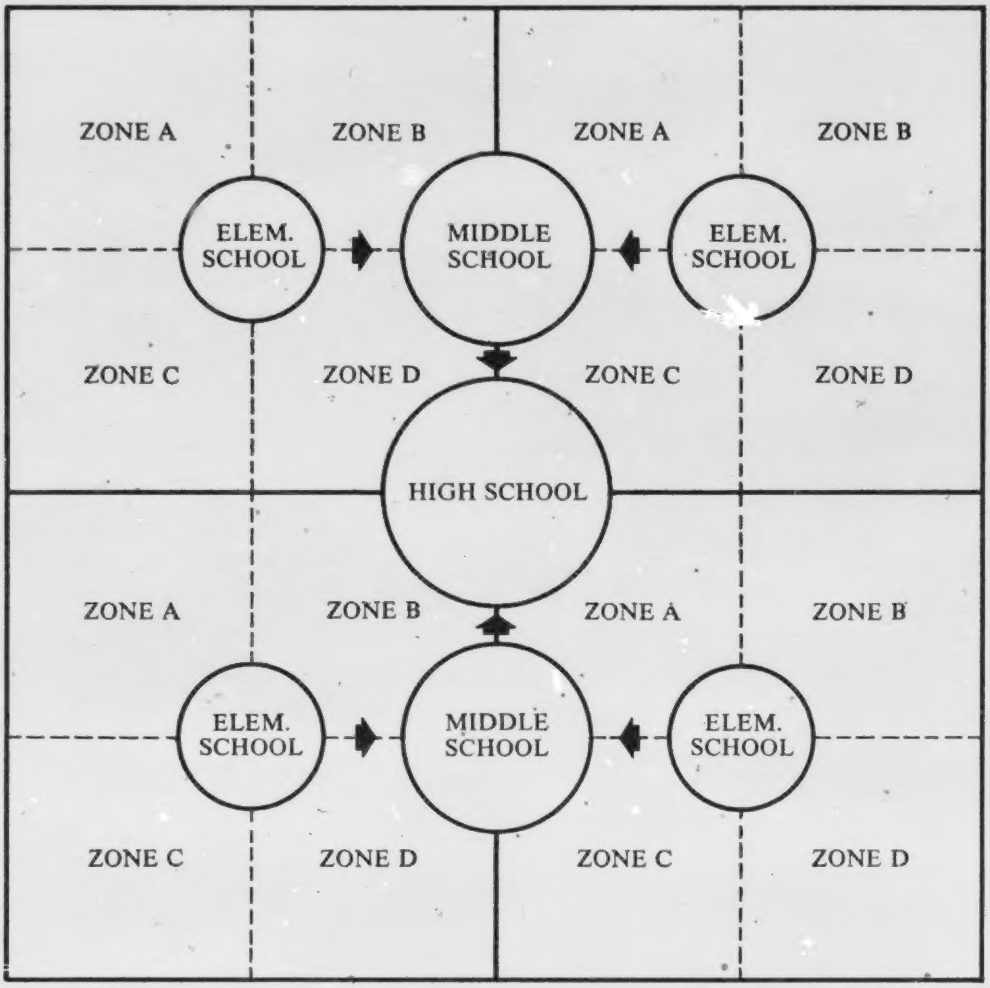
This shifting throughout the quarter would result in each child being in school for 9 weeks (45 school days) and out of school for 3 weeks (15 school days). Across the four quarters, all students will have attended 180 days and will have been out of school for 12 weeks (60 school days) plus two additional weeks of vacation for everyone both at Christmas and in the summer.

Under the "ABCD four-quarter" plan elementary schools "feed" into middle or junior high schools and these "feed" into high schools. If the same zoning and scheduling are maintained for all levels of schools, children of all ages would be home at the same time. Thus, parents who work and currently make "summer" arrangements for their children could do the same throughout the year during the period that their children are at home. The argument as to who will attend school during the summer will not be a problem, as all children will be out of school for at least a two-week period in the summer, and will be able to plan up to a five-week vacation either at Christmas or during the summer or plan a three week vacation during any season of the year. Employers should also like this approach, since they could have a young person available for employment throughout the year, not just for the summer. The development of cooperative work-study programs should be easier, as the high school students could work full-time on a round-robin basis throughout the year. The secondary school could either schedule students to shift on the three-week basis, schedule classes just for the various zone groups, or schedule a combination of these. In fact, this could also be done in a large elementary school, especially if ungraded classes are used. The biggest concern about the "ABCD four-quarter" approach is the scheduling problem. Now that computers can be used effectively, this is no longer much of a problem. An indirect advantage of the "ABCD four-quarter" approach is that it will foster the individualization of instruction. This approach is being used successfully in a number of states, most notably in Illinois.

Another approach would divide the school year into trimesters (Exhibit 3). The trimester approach might be used by systems which still have their curriculum arranged by semesters but desire to operate on a year-round basis. However, it would not realize the efficiencies of the preceding plan since two-thirds of the students would be required to attend school during the summer. An alternative to both

EXHIBIT 5

ATTENDANCE ZONES FOR THE "ABCD FOUR-QUARTER" OR THE "ABCD TRIMESTER" PLAN


ZONE A
ZONE B
ZONE A
ZONE B
ELEM. SCHOOL
MIDDLE SCHOOL
ELEM. SCHOOL
ZONE C
ZONE D
ZONE C
ZONE D
HIGH SCHOOL
ZONE A
ZONE B
ZONE A
ZONE B
ELEM. SCHOOL
MIDDLE SCHOOL
ELEM. SCHOOL
ZONE C
ZONE D
ZONE C
ZONE D

The zones for each level of school overlap so that when the children in one zone are attending elementary school, all other children in that zone are attending their respective middle school or high school.

Thus, in each zone children of all ages would be home at the same time or in school at the same time.

this and the "ABCD four-quarter" plan would be the "ABCD trimester" approach (Exhibit 4), which would shift students every four weeks. Each student would then attend school for 12 weeks (60 school days) and be out for four weeks (20 school days) of each trimester.

To assure the most efficient use of the state's more than one billion dollar investment in school plants, and to provide both a broader curriculum and more flexible programming for students, the state should move immediately toward some system of year-round operation of schools and provide funds for assisting schools in making this transition. In addition, as soon as it becomes economically feasible the state should provide funds to local systems for those students who choose to attend school beyond the required 180 days.

However, schools which are not air-conditioned cannot be used effectively on a year-round basis. Thus, schools to be used by the local system for this purpose will need to be renovated prior to year-round operation.

Finally, if a school system is operating its whole program or a portion of it on the quarter basis for all four quarters and if it is operating a comprehensive program during the summer months on a tuition free basis, the method of calculating the initial adjustment and midterm adjustment should be modified.

The subcommittee made the following detailed recommendations pertaining to year-round school which were condensed and approved by the full Committee.

- The State Board of Education should make as a high capital outlay priority the air-conditioning at an adequate level of schools which will be utilized within two years at or near capacity for the delivery of a comprehensive program on a year-round basis.
- The initial adjustment and mid-term adjustment formulas should be modified in a manner which allows each student to contribute to a local system's Average Daily Attendance (ADA) for any 180 official attendance days throughout the fiscal year; provided, however, that the local system is certified by the State Board of Education as having a comprehensive, tuition-free year-round program and that no student is counted in the official ADA for more than 180 official attendance days during the fiscal year unless the General Assembly appropriates funds explicitly for this purpose.
- The State Board of Education should be authorized to grant funds to local school systems on the ADA basis for students who are voluntarily enrolled in public schools beyond the 180 official attendance days for a fiscal year; and in the event that the General Assembly does not appropriate funds sufficient for all additional ADA in pre-school through grade 12, that the funds be distributed on the basis of entitlement in grade 12 first and progressing downward, grade by grade, as far as the funds will allow.

Recommendations

57 All school districts should move immediately to a system which provides for maximum year-round use of educational facilities, equipment, and media. The State Board of Education should modify the grants procedure to make this possible and should develop criteria for establishing alternative operational plans for year-round schools.

58 The State should provide funds to local systems for students voluntarily enrolled in public schools longer than the 180 official attendance days. Those in grade 12 should receive priority with each lower grade receiving funds as they become available.

59 The State Board of Education should be authorized to adjust the school year schedule in the event of national emergency.

PROGRAM ASSESSMENT

The social, economic and technological changes of the last decade have resulted in greater and more complex educational needs. Georgians, along with most Americans, demand more than an equal educational opportunity for their children. They demand an equity of results. It is no longer sufficient for children to be provided the opportunity to acquire an education; they must achieve at a level commensurate with their abilities. The public is now questioning whether the public schools provide an educational program which assures that every child will acquire the knowledge, skill, and understanding necessary to perform as an effective adult wherever he may choose to live.

Currently, most Georgia public school systems do not have operational plans to measure the progress of individual students, especially in relationship to specific objectives. Current assessments use standardized tests which compare Georgia students to the national average, thereby failing to provide sufficient diagnostic information to guide planning for future learning. In addition, the current procedure for the allocation of state funds to local systems provides little flexibility in allocating those funds to areas of critical educational need.

A systematic process of program assessment is required which includes the establishment of educational goals and objectives, the administration of measurement devices which assess how well the goals and objectives are being met, and the comprehensive utilization of the assessment results. This process will provide the means to diagnose the instructional needs of individual students, to identify and place priorities on critical educational needs, and to plan needed educational programs and budgets.

The subcommittee made the following detailed recommendations pertaining to Program Assessment which were later condensed and approved by the full Committee:

- The statewide administration of a national-normed, standardized achievement test in grades four, eight, and 11 should be continued until more effective assessment instruments are either identified or developed, and the Statewide Testing Program should be expanded to include the administration of a standardized readiness test in the first grade.
- Each Cooperative Education Service Agency (CESA) should have at least one professional on its staff who has sufficient expertise to assist local systems with:

  1) the use of the results of a program to plan learning tasks for individual students;
  2) the development and use of goals and objectives;
  3) the assessment of achievement relative to objectives;
  4) the utilization of a process to relate achievement to program cost; and
  5) the reporting of assessment results to the general public.

- The State Board of Education should develop goals and behaviorally-oriented objectives for areas of basic and developmental skills which are commonly needed by all students of the state.
- As soon as the State Board of Education adopts an objective, at least one measurement device or process which adequately assesses the attainment of that objective should be identified or developed.
- The State Board of Education shall develop a program cost accounting procedure that can be utilized by local systems to determine the cost of bringing students to the mastery level in reaching an objective or a series of objectives.
- Each local system should be required to adopt an assessment program, once the components common to the state are developed. Adequate technical assistance should be made available. An assessment program should have at least the following components:

  1) goals and objectives;
  2) assessment of objectives;

3) reporting of results to the public;

4) relating achievement of objectives to cost for purposes of planning, service delivery, and budgeting;

5) use of assessments to plan learning tasks for individual students; and

6) identification of society's needs.

The goals, the objectives, and the measurement devices and processes adopted by the State Board of Education must be included in the local assessment program.

- State funds shall be provided to defray the actual cost, up to $5 per student, for the administration of the measurement instruments, to assess achievement of objectives, and for the operation of a program cost accounting system.
- The State Board of Education should use the results of local school systems' assessment programs as one of the bases for requesting funds from the General Assembly to meet the critical needs that have been identified.

Recommendations

60 The current Statewide Testing Program is the only statewide effort to assess the effectiveness of our school programs. This program should be continued and expanded to include a readiness test to be administered early during a child's first year in school.

61 A permanent record should be established by the State Board of Education for each child entering school in order to ascertain his status at any given time.

62 The confidentiality of all student records, including results of health and academic tests, should be maintained in keeping with good educational practices. Student records should be made available for program evaluation and assessment; however, even for such purposes, confidentiality should be assured. If existing laws and State Board of Education policies violate such confidentiality, appropriate legislation should be developed for the student's protection.

63 Schools must adopt improved assessment techniques including the effective use of test results. Each CESA should have at least one professional on its staff who has sufficient expertise to assist local programs in this effort.

64 The State Board of Education should develop goals and objectives (describing the expected student behaviors) for all areas of skills needed by Georgia students.

65 Whenever the State Board of Education adopts an objective, it should identify or develop some means of evaluating the attainment of that objective.

66 The State Board of Education should develop a program cost accounting procedure that can be used by local systems to determine the cost of bringing students to the mastery level for each objective or series of objectives.

67 Each local system should be required to adopt an assessment program and be given adequate technical assistance.

68 Funds should be provided for administrative costs of assessing the achievement of objectives and operating a program cost accounting system.

69 The State Board of Education should use the results of local school systems' assessment programs as one of the bases for requesting funds from the General Assembly to meet the critical needs that have been identified.

PROGRAM IMPROVEMENT

A continuous and well-developed program of improvement results in a more relevant curriculum, responsible management, and a capable instructional staff. However, any improvements in program are not likely to occur if the administrators (superintendents and principals) do not understand the change, the need for the change, or the process to bring about the change. The authority for the administration of a school or an entire system cannot be delegated, given away, or ignored. Thus for improvement to take place, the managers must provide leadership in the change process, and administrators must be the primary target of a staff development program.

A program of management development should focus on the means to identify needs, the means to involve students, parents and the community in the development of goals and objectives for programs, the means to assess program outcomes, the procedures to develop comprehensive plans and to manage resources to achieve these plans, the skills to motivate staff to improve skills and techniques, and the development of more effective and efficient ways to deliver instructional services. After participating in this type of staff development program, administrators should perceive criticism as an opportunity to determine if a distinctive need does exist and, if it does, should plan program improvements to meet that need.

The effectiveness of educational programs also depends upon the performance of instructional personnel. Staff development must be viewed as a continuous series of learning experiences throughout the careers of all educational personnel, and as the means to apply knowledge in a manner that will result in increased student learning.

Local school systems must assume a greater share of the responsibility for updating and upgrading the skills of existing personnel. The local systems must also create a climate in which individual initiative on the part of educational personnel is recognized and encouraged. Emphasis should be placed on performance as the major criterion for certification. In addition, both the pre-service and inservice training of teachers must be more closely related to the goals, objectives, and needs of the local school system and the community it serves.

In summary, a continuous and performance-oriented staff development program is needed by each local school system in order to improve the capability of personnel to meet the needs of each student.

To be effective, educational programs must also provide curriculum, instructional techniques, and media that are essential to meet the educational needs of each student. The individualization of instruction, an approach through which the student progresses at his own pace, has been demonstrated to be effective in the development of basic skills. The use of older students to tutor younger students has improved achievement of both groups. Parents and other members of the community, such as the elderly, have been utilized effectively as volunteers in classroom activities. Non-school facilities—in fact, the community as a whole—have been shown to be effective sites for instruction. Differentiated staffing has been demonstrated to be an effective means of increasing the productivity of staff members in a school at little or no extra cost. Non-graded schools have been shown to be effective in allowing students to learn at their own pace. The career education curriculum has been effective in motivating students to higher achievement.

Above all, the curriculum must be sufficiently flexible to insure that all student needs are met. Since children learn, react, and grow differently, the curriculum must be broadened to offer students different ways of learning. Improved instructional techniques must be incorporated into the curriculum as needed and the traditional use of the textbook must be augmented with other types of media.

Each system should adopt a program to systematically improve the curriculum. Once goals and objectives are established and assessments are made, the unmet needs can be identified. At that point, both instructional and management personnel must identify content and instructional techniques to meet these needs. The adoption of improvement factors must be reviewed and less than effective changes must be replaced. This whole process requires new skills and financial resources not generally available, especially for the initial implementation of programs.

Current Efforts

There is a wide variety in system-wide planning across the state, with many systems lacking any type of overall design or plan for education.

In many systems, administrators do not have adequate knowledge and skills to make the assessments necessary to determine needed improvements. The time required to perform day-by-day management has not allowed most administrators to keep current on improved curricular content and techniques or on techniques to bring about essential programmatic changes. Management improvement, then, must focus on the knowledge and skills needed to develop plans for improvement and to provide the leadership necessary to carry out these plans.

Georgia's lack of a program of continuous professional growth for educational personnel is evidenced by the fact that only 20 percent of all educational personnel possess a master's degree and three percent possess the sixth year certificate. Colleges have not given adequate consideration to the needs of local school systems in making graduate programs available. In addition, neither the pre-service nor the inservice graduate programs of colleges have given sufficient attention to assisting personnel in translating theoretical knowledge into practice within the schools, and local systems have not assumed the responsibility for providing staff development programs as needed.

Just as the preparation process for educational personnel has not been performance-oriented, neither has certification. Certification has been largely based on whether or not the individual has met established experience criteria as opposed to performance criteria. One of the state's highest educational priorities should be a concerted staff development effort which focuses on the knowledge and skills that each staff member needs to perform more effectively.

Too often decisions regarding changes in curriculum content, organization, and approaches are made in terms of the demands of the higher education institution, the whims of an individual teacher or the administrator, or the textbooks used, rather than in terms of comprehensive assessment of student needs. At present, schools and school systems receive little feedback as to the success of their students. Public education has allowed and rewarded a limited range of abilities and learning styles, and remediation strategy remains the predominant means for addressing educational problems. For example, if students are failing to achieve reading objectives, then the primary manner of dealing with that problem has been to create a remedial reading program in addition to the regular program rather than changing the regular program so that it becomes effective for more students. Instructional techniques, media, and teaching approaches generally remain fairly traditional and most learning is designed for the group norm.

Too often the curriculum and materials being used reinforce a lock-step approach to instruction. This means that a sixth grade student who is achieving at the fourth grade level in math would use the same learning materials as all other sixth grade students. In such a system the underachiever falls further behind while the academically gifted may become bored. An individualized approach to learning would enable students to progress at their own rate.

Too often innovative practices are of short duration and are never incorporated into the overall system objectives. Therefore, a systematic approach to curricular improvement—both in content and instructional techniques—is needed. Such a system should account for the manner in which individual students learn and for their current educational needs, and involve continuous assessments, planning, and projects to test the utility of validated practices and content.

The subcommittee made the following detailed recommendations pertaining to Program Improvement which were later condensed and approved by the full Committee.

- The State Board of Education should provide an intensive and ongoing inservice program for local school administrators which is designed to increase the knowledge and skills necessary to plan and manage a systematic improvement program. This inservice program should be undertaken as soon as possible and the State Board of Education should be authorized to provide relief to local school administrators, if necessary, in order that they may be able to attend the inservice program on a regular basis.
- After one year of inservice training for school administrators, each local system will develop a program improvement plan and submit it to the State Board of Education. This plan should contain the improvements to be implemented over the next three years including staff development programs, changes in curricular content, and changes in instructional and managerial practice.
- The requirements of the Foundation Act and Regulations promulgated thereto as applies to a local school system may be modified by the State Board of Education to the extent necessary in order to implement that local system's program improvement plan; provided, however, that the State Board has approved this plan.
- Each local system should be reimbursed up to $50 per year per certificated professional employed for the direct cost of a staff development program; provided, however, that the activities for which this reimbursement is requested are consistent with the program improvement plan and are designed to improve personnel performance relative to established objectives for student performance.
- The State Board of Education should adopt certification alternatives which are based on demonstrated competency.
- The State Board of Education should be provided an allocation from which improvement grants may be made to local systems. The amount of each grant will be dependent upon the following factors:

1) That the improvements and changes are being integrated into the regular, ongoing programs.
2) That the local system will absorb a portion of the "start-up" costs from the funds it regularly receives via local, state and federal sources, and will increase each year its portion of "start-up" costs for each improvement or change until all costs are from regular sources in the fourth year and thereafter.
3) That the grant is consistent with the local system's ability to pay for the costs of the improvements and changes.
4) That the proposed improvements and changes are addressing local educational needs.

- The State Board of Education should be provided funds to identify and to validate improved practices and curriculum.

Recommendations

70 The State Board of Education should provide an in-service program and appropriate release time for local school administrators to participate in a staff development program designed to increase their knowledge and skill in implementing a systematic improvement program.

71 The State Board of Education should be provided with funds to identify and test improved practices and curriculum.

72 The State Board of Education should adopt certification alternatives which are based on demonstrated competency.

73 Each system should develop a three-year plan for the systematic improvement of its program. The State Board will utilize these plans in making improvement grants to local systems.

74 Each system should provide a staff development program which supports its improvement plan and which is designed to improve the performance of all personnel. The State Board should authorize teacher release time on a regular basis to be utilized for in-service staff development.

75 Each system should adopt improved instructional techniques and curriculum content which support its improvement plan and are designed to meet both individual student needs and the overall needs of society.

76 The State Board of Education should be allowed to modify Foundation Act requirements and regulations applying to local school systems to the extent necessary to allow implementation of State Board approved local system improvement plans.

STATE'S RESPONSIBILITY FOR NON-PUBLIC SCHOOLS

Until 1954 the number of private schools and the number of students attending these schools were declining. Only the schools which offered the very best educational opportunity were surviving. This was true of Georgia as well as the nation as a whole. However, between 1970 and 1972, the private school enrollment in Georgia doubled. Many parents have become dissatisfied with the quality or emphasis of the public schools. In addition, the integration of the public schools has resulted in the removal of a great many children.

The expansion of the private educational sector in itself is not reason for concern. In fact, a strong private sector provides a viable alternative which ultimately strengthens the public sector. However, many of the new private schools are of questionable quality. Some facilities are unsafe and may be a danger to the health of the attending children; and in many instances the students are allowed to attend irregularly and the quality of the curriculum and instruction is very low. At the same time, most established private schools and many of the newer private schools have a program to be envied by all parents. Any changes in law must be aimed at remediating the very poor conditions, while leaving as much flexibility as possible so that the private sector remains a viable alternative to the public sector.

Nationwide, litigation concerning standards for private schools indicate that the exercise of the power of regulation must not be arbitrary and must be limited generally to the preservation of public safety, public health and public morals. Non-public school regulations should reinforce school attendance requirements; prevent the teaching of socially dangerous ideas; promote cultural unity; provide criteria for choosing quality non-public schooling; and protect the public from dangerous business, health, and building practices.

The subcommittee made the following detailed recommendations in this area which were then condensed and approved by the full committee.

- Section 32-2114 of Georgia School Code, as it applies to non-public schools should be enforced:

32-2114 Same; cooperation by teachers and principals; reports and records of attendance.

Visiting teachers and attendance officers shall receive the cooperation and assistance of all teachers and principals of public and private schools in the county or independent school systems within which they are appointed to serve. It shall be the duty of the principals or local school site administrators and of the teachers of all schools—public, private, denominational or parochial—to report, in writing, to the visiting teacher or attendance officer of the county, or of the inde-

pendent school system, the names, ages, and residences of all pupils in attendance at their school and classes within 30 days after the beginning of the school term or terms, and to make such other reports of attendance in their schools or classes as may be required by rule or regulation of the State Board of Education. All schools shall keep daily records of attendance, verified by the teacher making such record. Such reports shall be open to inspection by the visiting teacher, attendance officer, or duly authorized representative at any time during the school day.
(Acts 1945, pp. 343, 346; 1969, pp. 838, 840.)

- Any non-public school which provides instructional services, except religious instruction, to any child between the ages of three and 18 should be required to file annually the following information:
    1) Name of the school.
    2) List of owners, officers, and administrators of the school.
    3) A complete address of all permanent locations at which instruction is delivered.
    4) The age levels served at each location.
    5) A list of official attendance days.
- Each non-public school should meet the same regulations relative to the number of official attendance days and length of the school day for students of compulsory attendance ages as is required of public schools.
- Each non-public school shall report to the State Board of Education the enrollment for each month and the average daily attendance for each month during a fiscal year by August 1 of the succeeding fiscal year.
- All Level I-Minimum Requirements which deal with matters of safety, sanitation, and health should apply to non-public schools. (See section on School Standards.)
    1) A representative of the State Board of Education should visit each non-public school once a year to determine compliance with these requirements.
    2) Schools failing to be in compliance must be visited by a "visiting team" to evaluate the deficiencies and to develop a plan of action for remediation of deficiencies.
    3) The "visiting team's" recommendations shall be submitted to the State Board of Education and the State Board should insist that the minimum requirements are either met or the facility will be closed.

Recommendations

77 In order to insure the well-being of every student in Georgia, the state should immediately require that private secondary and elementary schools meet the same minimum legal standards as public schools.

78 Every non-public school should report monthly enrollment and average daily attendance data to the State Board of Education annually.

COMMITMENT OF LOCAL COMMUNITIES AND LOCAL LEADERSHIP TO THE PUBLIC EDUCATION PROGRAM

Research has demonstrated that lack of school support is often directly related to a lack of information about the local school program. However, professional educators should not be totally responsible for supplying this information; community leaders who have the confidence of the public must also serve in a key role of information dissemination.

School board members play an important role in communicating the progress of the schools to the community. Therefore, every effort should be made to elect or appoint new members who have an established record of public confidence and integrity. In addition, boards will instill public confidence if they restrict their role in the operation of the school system to:

1) developing policy which provides program direction and scope;
2) reviewing and approving overall system plans concerning such things as system organization, program budgets, and evaluation procedures; and
3) periodically reviewing evaluation data relating to programs operated by the system, releasing the results to the public, and developing new policy in keeping with the results.

School boards should make a direct and concerted effort to communicate with all voters, including minority groups, and seek their support. One way to accomplish this is by establishing a system of broadly representative advisory groups, with each board member meeting with his group on a regular basis. This mechanism would provide an opportunity for many citizens to voice their concerns and to understand the efforts of the school board and the school system.

Many educators feel that parents are apathetic about their child's educational program; however, research clearly shows that parents are vitally interested in their child's education. Unfortunately, they are often frustrated and intimidated by their encounters with educational jargon, with teachers more concerned with content than children's needs, and with the lack of an appropriate forum for voicing their concerns.

Immediate steps should be taken by each school system and its school board to involve the members of the community in the operation of the schools. Only an open and candid sharing of information will inspire conficence in the programs that are needed.

Recommendations

79 No individual who has a school-aged child shall be appointed or elected and subsequently be allowed to serve as a member of a state or local board of education while that child is enrolled in a nonpublic elementary or secondary school, unless the child meets the criteria of the State Board of Education for being categorized as an exceptional child.

80 Each local board of education should establish at least one advisory council which is broadly representative of the school system and hold joint meetings with this council at least quarterly. This should be a requirement for state school standards.

Section II

SUPPORTIVE SERVICES

Supportive services are those operations and programs that must be provided to support the instructional program. Physical facilities, food services, and plant maintenance may not appear to be issues of critical concern; however, without them the foundation program would be greatly weakened.

Ray Herman served as chairman of this subcommittee, with Senator Paul Broun as vice-chairman. Other members were: L. Mitchell Conner, Roy A. Hendricks, Genevieve Hill, Representative L. L. Phillips, Virginia Stringer, and Senator E. G. Summers. Senator Terrell Starr and Representative Robert Farrar served as ex-officio members.

PHYSICAL FACILITIES

Adequate physical facilities are an essential part of any educational program. School systems need to periodically add new facilities and replace old ones due to (1) increased enrollments (whether from increases or shifts in population) and (2) changes in instructional techniques.

In recent years authorities have questioned the use of the traditional "egg crate" type of building that is characterized by monotonous rows of classrooms. New designs have created more functional facilities employing the open space and cluster concepts which enhance the new instructional techniques and utilize space more efficiently.

There have also been changes in the construction process itself. The concept of systems building has been implemented in a few states, although with mixed results. Essentially, the systems building approach to construction involves the use of ready-to-assemble components whenever possible, with no cutting or fitting on site. Flexibility is increased because standardized components can be purchased in advance of actual construction and can be accommodated to any final design of a facility. All school systems need to replace as many of their obsolete buildings as possible with these new types of facilities.

In considering the physical facilities needed by a school system, it is necessary to consider three different aspects: the physical needs, the capital planning process and the method of financing facilities.

Physical Needs

The amount of space needed in a particular school should be dependent upon the type of program in operation there. Using physical measures for space-needs (such as average square feet per student) does not provide an accurate measurement of the space needed for a specific program.

Planning Process

The state should maintain a coordinated long-range master plan for the capital needs—both current and projected—of all school systems. In dealing with current needs there should be specific policies for replacing obsolete facilities, bringing schools deficient in space closer to the proposed goal, and insuring that existing facilities meet program needs. In addition, emphasis should be placed on assessing future needs to permit greater flexibility in facilities design.

Method of Financing Facilities

Capital funds for the construction of school facilities usually come from county school bonds plus state assistance. Whatever combinations of funds are used, the financing method should meet certain criteria:

1) The financing method should provide an adequate and reliable source of funds.
2) The source of funds should not dictate the priority of needs to be satisfied.
3) The method of providing funds should not preclude a system from meeting a minimum level of capital needs.
4) The amount of funds provided should reflect the wealth of the state (and county) and should not be inequitable in its burden on the taxpayers.
5) The financing method should be flexible in application.
6) Finally, the financing method should not be overly complicated.

Current Efforts in Meeting Physical Facility Needs

Adequate data for measuring how close Georgia presently comes to providing an adequate amount of space per student is unavailable.

The state is making a considerable effort to provide facilities for increased enrollments; however, state funds are only available for the construction of classrooms, labs, libraries, and administrative space. This excludes facilities for programs such as physical education. Since each school system must issue a minimum amount of bonds to receive state aid, there are a number of school systems which do not qualify for any state aid. The needs of these systems are simply not being met; yet under the existing financing structure the state cannot provide funds for these localities.

During the 1960's most of the state's capital outlay funds were expended for additional facilities to accommodate increasing enrollment. As these needs have been met, the state has provided more and more funds (about a third of total state funds) for consolidations, but has not yet made any substantial progress toward replacing worn-out and obsolete facilities.

In summary, it is difficult to determine how well the state is doing in meeting the facilities needs. In fact, Georgia will continue to be unable to assess its position without a comprehensive state study.

Current Efforts in Facilities Planning

At present the state does not maintain a coordinated state-level planning effort. Every school system has to complete a comprehensive study every five years and within two years prior to applying for capital outlay funds. But since these studies essentially support a request for money, they tend to overemphasize current needs. As a result, there is no real attempt to relate the adequacy of existing plants to instructional program needs.

In addition to these problems, studies are hampered from the outset by funding policies. The amount of a school system's state funds is based upon enrollment increases of the previous year rather than of the current year.

Current Efforts in Financing Facilities Needs

Capital outlay funds are provided jointly by school systems and the state on the basis of a formula that rewards growth. The current financing method can be summarized as follows:

1) A county must spend a certain amount of its own bond money before it can receive any state aid. This requirement is inequitable, as it is based on locally assessed property value which may not adequately reflect local wealth. The requirement that a certain percentage of the value

of property be outstanding in local bonds does not ensure that all of the systems throughout the state are required to spend similar proportions of their wealth. In fact, only 81 out of 189 school systems qualified for any state aid as of June 1971.

2) The amount of capital outlay is not necessarily related to the priority of needs of a given system. State policies require that the first priority is the increase in enrollment since the last outlay the system obtained. Further, priority is given to those systems which already tax themselves the most. Any remaining funds go to systems for consolidation first and for replacing obsolete facilities last.

3) The allocation formula for state funds does not provide for all of the facilities that would be included in a basic educational program, such as physical education, assembly space, and other special area needs.

4) After the State Department of Education, through its formula, has determined the square footages a system qualifies for, it applies a single cost figure to compute the total amount of funds to which a system is entitled. A single cost figure per square foot does not allow for cost variations for urban and rural areas throughout the state, or for the different types of facilities needed by a system.

Public Library and Vocational-Technical School Construction

Public libraries and area vocational-technical schools, although integral components of a comprehensive educational program, retain characteristics which exclude them from the assessment and construction process established for physical facility needs within school systems. Both these categories should be evaluated in terms of broad community needs rather than solely on the needs of the local school system.

State support for the construction of public libraries in Georgia is administered through the State Board of Education. Ostensibly, funds are provided on a needs priority basis. A one-to-one match of local funds is required to qualify for state allocations. In reality, however, projects are approved on a first-come first-served basis with funding going to those projects for which local matching revenues are in-hand. As a result, wealthier localities continually receive a large proportion of funds; and, as a general rule, these localities already have adequate or near adequate library resources while others have inadequate facilities or none at all.

Since June 1973, the state has provided full funding for the construction of area vocational-technical schools. These schools also should be constructed with regard to the needs of those who are not enrolled within the existing school systems. While libraries encourage intellectual development, area vocational-technical schools enable the individual, and by extension the community, to develop economically. Within the needs assessment process an appraisal of economic needs on a community-wide level should be included. In such an appraisal care should be taken to include the needs of individuals who are not in school but may require technical training in order to gain employment.

Construction of library and area vocational-technical school facilities should include separate but coordinated assessment to insure that necessary services are provided to all individuals in the community while preventing duplication with the existing educational system.

The subcommittee made the following detailed recommendations pertaining to Physical Facilities which were later condensed and approved by the full Committee:

- Any systematic approach to meeting the physical facility needs of the local school systems requires an adequate data base. However, the development of this data base should be the first step in a continuous planning and assessment process. Therefore, the following is recommended:

A. Establish an annual statewide comprehensive school plant inventory. This system will yield the necessary data to determine the adequacy of existing space in meeting educational program requirements.

B. The assessment of need should be based on a school size sufficient to ensure efficiency of program and school plant operation. Schools of sufficient size can be realized either through consolidation of political areas or through cooperative agreements among school systems.

C. The State Board of Education should adopt standards which reflect space requirements for the various components needed in a comprehensive program.

D. Establish a permanent state-level planning capability for the purpose of determining capital needs four years hence, utilizing the space standards established, for each school system in the state.

E. The physical facilities planning and assessment components would generate the current dollar cost of projected capital needs. In broad categories, facility needs would include:

(1) facilities and instructional equipment necessary to service existing enrollments;

(2) increasing or shifting enrollments;

(3) replacing or renovating physically or functionally obsolete facilities and instructional equipment;

(4) facilities for changing program needs and emphases.

- The state should adopt a policy of financing 80 percent of the current dollar value of physical facility needs projected four years hence. Components of this capital outlay program are:

A. Maximum local autonomy in setting priorities for those needs identified in the state-wide assessment.

B. (1) Each local system would have access to a proportion of its dollar needs below the 80 percent level. For example, if the state average current dollar value for facility needs being met were 40 percent, and the legislature decided in any given year to provide enough funds to meet one-fourth of the needs of each system, the following changes would occur:

(a) Systems whose current level is 40 percent would be moved to 50 percent of their needs being met.

(b) Systems whose current level is 50 percent would be moved to 57.5 percent of their needs being met.

(c) Systems whose current level is 60 percent would be moved to 65 percent of their needs being met.

(2) Many local systems in recent years issued bonds to construct physical facilities without state assistance. This local initiative should be recognized in any new financing program for school physical facilities. Therefore, it is recommended that in the determination of school system grants, any locally financed and state approved construction within the preceding five years should be exempted from the systems' current needs level. For example, if the state average current dollar value for facility needs being met were 40 percent, and the legislature decided in any given year to provide enough funds to meet one-fourth of the needs of each system and the system had financed eight percent of the total facilities needed within the preceding five years, the following would occur:

	Current total level met	*Current level after 5-yr. exempt.*	*Percent state grant allowed*	*Effective level after grant*
(a)	40	32	12%	52%
(b)	50	42	9.5%	59.5%
(c)	60	52	7.5%	67.5%

Result: The system which has attempted to meet its needs independently of state assistance will be moved toward the 80 percent level at an accelerated rate.

C. Each system would share in the cost of facilities in two ways:

(1) The local system must be involved in the Local Capital Participation (LCP) program for each year a capital outlay grant is received. The cost to the local system would be equivalent to an amount of revenue generated by a millage rate to be established by the State Board of Education. The amount the local system receives would be reduced by the amount of the LCP. Example: If a local system qualifies for a $2 million need and its LCP amount were $40,000, the local system would receive a $1,960,000 grant from the state.

(2) The local system must finance the acquisition of property sites for new construction of facilities. However, any land sites acquired must meet State Board of Education standards.

Library Construction

- There must be a statewide, professionally conducted assessment of library facility needs. The assessment should be based on predetermined common criteria for space utilization. Such an assessment could be made by the same staff assigned to school facilities assessment.
- The State should move toward utilizing general obligation bonds as a means of financing library facility construction.
- There should be developed a needs classification system by which all construction and renovation needs are rank-ordered. State funds would be allocated on the basis of this needs classification system.
- Local library systems must provide the following support:
  1) Acquire construction site.
  2) Local funds equivalent to a one-time one-mill levy against the 40 percent equalized property digest.

Vocational-Technical School Construction

- There must be a professional, on-site needs assessment for all vocational-technical facilities in the state, including those at units of the University System of Georgia, Department of Human Resources, Department of Labor, and Department of Offender Rehabilitation. The assessment should reflect four-years-hence projected needs.
- Common construction criteria should be established by the Department of Education Facilities Assessment Unit. Such criteria would also include provisions for renovation of obsolete facilities.
- To generate sufficient revenues, general obligation bonds should be issued. A minimum of one million dollars per year for general obligation bonds should be appropriated.
- A classification system should be established for ranking construction needs in priority order. Because facilities construction will influence the programs of several state agencies, the construction priority classification list should be published in May of each year.

Recommendations

81 A permanent planning process should be established to assess the facility needs of each school system for both now and four years in the future.

82 The state should adopt a policy of financing 80 percent of the four-year projected capital outlay needs for each school system with each system having sufficient funds available annually to develop the same proportion of physical facility needs. The local school systems should provide the local school site plus an amount of revenue generated by a millage rate established by the State Board of Education and applied to all systems in the same manner.

83 Separate provision should be made for the construction of both library facilities and vocational-technical schools. In each case it is recommended that: professional, on-site needs assessment be performed; common construction and renovation criteria be established; sufficient funds be generated through the issue of general obligation bonds; and a classification system for ranking construction needs in priority order be established.

PUPIL TRANSPORTATION

State Department of Education Responsibilities

Responsibility for administration and operation of an adequate pupil transportation program is shared by the State Department of Education and local educational systems, in cooperation with other local and state agencies. The degree of responsibility which should be assumed by the State Department of Education is determined by what is necessary and desirable to protect all pupils being transported, guarantee a suitable quality of service and insure a prudent and legal use of funds by local educational agencies.

The following state education department responsibilities are considered necessary for smooth control and efficient performance at the local level:

1) The State should approve transportation budgets and certain large purchases of transportation equipment by local districts.

2) Local transportation accounts should be audited under the supervision of the State Department of Education.

3) The Pupil Transportation Unit of the State Department of Education should collect certain types of information from all local pupil transportation programs to analyze problems, promote efficiency, and provide a historical record for the total transportation program.

4) The State Department staff should prepare materials for training school bus drivers and conduct periodic state clinics to insure uniform and safe operating procedures for bus drivers.

5) Local school systems should look to the State Department for assistance in building and equipping school bus garages, or in writing specifications for a school bus needed to perform an unusual type of service.

6) The State Department should recommend criteria and procedures for the use of school buses in furthering the instructional program.

7) The State Department should provide advice and counsel to local school officials concerning the interpretation and meaning of the school laws and the rules and regulations of administrative agencies.

8) The State Department should conduct research studies of the pupil transportation program and disseminate its findings.

9) The State Department of Education should work closely with local educational systems in the allocation of state and federal funds for pupil transportation.

However, the State Department of Education cannot provide the variety of pupil transportation services needed by each of the local educational systems. Some relief can be achieved through use of the Cooperative Educational Service Agencies (CESAs) strategically located throughout the state. The CESA should be organized and operated with personnel competent to deal with local problems in administration and management, including pupil transportation.

Local School System Responsibilities

The basic function of a local school bus program is the transportation of pupils to and from learning sites and to the site of special programs.

The pupil transportation function should include regular transportation for all pre-school age children involved in early childhood education programs sponsored by the school system; special transportation for exceptional children and compensatory education students; and routine transportation for students in grades 1-12 who live within designated distances from the learning site. In addition, transportation should be provided for students in vocational and career exploration programs involving work assignments and field trips off the school campus, and for students participating in other school-sponsored events.

The local system should provide a quality pupil transportation program through prudent purchasing practices, cost-effective maintenance programs, wise utilization of vehicles, and development of routes and schedules that will best serve the greatest number of students.

Supervisory personnel should keep apprised of latest innovations in system management, bus driver training, maintenance operations, and student safety.

Current Efforts

The State Board of Education calculates the amount of funds needed by a county or area school system to pay expenses of pupil transportation in accordance with a schedule of standard transportation costs to be incurred by local units of administration and a schedule of variable transportation costs or variable cost factors—dependent upon circumstances prevailing in the several local units of administration—which affect, in varying ways, the cost of pupil transportation. MFPE funds are then allotted in four categories: driver benefits, bus insurance, bus replacement, and maintenance and operation. No state funds are provided for initial purchase of buses for the public schools. The only transportation costs reimbursed to independent city schools are for children in approved special education programs.

All of the state's 159 county systems operate pupil transportation programs; however, many of these have been unable to provide special services for exceptional children, and state funds have not been sufficiently available for such purposes as transporting children attending kindergarten on a half-day basis.

The number of supervisory personnel has been inadequate in most systems. In FY 1973 only 39 systems had a full-time pupil transportation supervisor; and only 19 systems had at least a part-time director. Other systems depend upon the superintendent or a member of his staff to provide general supervision.

Only 48 school systems maintain a continuing bus maintenance program, and 24 systems have no shop operation at all, depending entirely upon commercial facilities for maintenance and repair.

A modern pupil transportation system cannot be measured in quantitative terms alone, but must be judged also by its quality. Efficiency, safety, and accessibility to all children with reasonable and specific needs should be of paramount concern. Professional leadership, available to all systems—either from the State Department or through CESAs—can help provide the needed direction for quality programs.

Recommendations

84 The state should provide transportation for all students attending public schools who live more than 1½ miles from school.

85 Each CESA should be authorized to provide transportation services and maintenance for all member systems whenever savings and efficiency will result.

86 The State Department of Education should establish a policy which requires that at least twice during each school year, each pupil who is transported in a school vehicle, and each school bus driver, shall be instructed in safe riding practices and participate in emergency evacuation drills.

87 Special transportation services, including the use of minibuses, should be provided for eligible vocational, special education, and compensatory education students, and handicapped children attending kindergarten in the public schools.

SCHOOL FOOD SERVICE

Recent strides forward in Georgia's school food service programs are evidence that the student's total needs are receiving increased attention from legislative and educational leaders. Policy statements of both groups are being revised to encourage all public school systems to operate food service programs that are nutritionally adequate and financially sound, and to operate nutrition education programs that are educationally effective.

Scientific studies have shown that all children need an adequate diet not only for energy and growth, but for achievement in school as well. For this reason, it is essential that all Georgia schools make nutritionally adequate lunches available to all their students.

Nutritious breakfasts should also be provided for those students who are unable to eat breakfast at home. Such students would include those who are eligible under federal guidelines either because they must leave home too early or their families are economically needy.

Furthermore, while the importance of nutrition education to help children build sound attitudes toward proper diet has been recognized by law, such a program still remains to be implemented. Additional emphasis, funding, and staff development are necessary to provide a program of nutrition education for all Georgia schools.

Differing economic factors throughout the state prevent application of a statewide salary schedule for school food service managers and supervisors, but a minimum pay scale and standard eligibility requirements for these employees should be recommended by the State Board of Education. This would aid local system administration and particularly those school administrators who have been delegated the responsibility for the school lunch program.

Lack of state standards for school food service personnel has resulted in a significant inconsistency in the quality and kind of food services in the schools and in the caliber and pay of employees, particularly at the managerial and supervisory levels. Competent professionals who are adequately compensated are needed to insure a quality food service program throughout the state.

Modernization of kitchen and dining room equipment is needed in many schools. Since most systems do not have food service directors, they generally lack the professional expertise necessary to prepare adequate plans for replacing worn-out equipment, and many are unwilling or unable to invest in modern kitchen and dining room equipment.

Adequate funding of the School Food Service Program remains a continuing problem for many of the smaller school systems, and additional state funds may be needed where the local effort is insufficient. More efficient use of available funds can be achieved by encouraging systems to consolidate many administrative functions, such as purchasing and food storage, through the CESAs.

The subcommittee made the following detailed recommendations in the area of food service programs which were later condensed and approved by the full Committee:

- A definitive statement of principle shall be included in the MFPE Law that school systems operate food service programs that are nutritionally adequate, financially sound, and operated on a non-profit basis, and operate nutrition education programs that are educationally effective.
- Standards for certification of school food service directors and managers should be developed and implemented and minimum salary schedules for directors and managers should be developed.

- The State Board of Education should develop and implement a plan for nutrition education to be used in all schools.
- School systems should be encouraged to join with other systems in the development of plans for centralizing purchasing and accounting functions and personnel management. Certificated food service directors would provide direction and/or assistance as needed.
- School systems or multi-system units should be encouraged by CESAs and food service directors to provide central food storage for frozen foods and USDA donated commodities.
- The State Department of Education should be authorized to allocate certificated food service directors to local school systems or multi-systems and provide designated funds for them, on the basis of a formula to be developed by the State Department of Education.

Recommendations

88 Nutritionally adequate and reasonably priced lunches should be made available to all Georgia's public school students. Full student participation in the program should be encouraged.

89 Breakfast should be provided for those public school students who are eligible under federal guidelines.

90 The State Board of Education should develop and implement a plan for nutrition education.

91 The State Board of Education should set standards for the certification of school food service directors and managers. Minimum salary schedules should also be developed for these personnel with consideration given to a 12 month salary schedule.

92 School systems should be encouraged to join with other systems in centralizing purchasing, storing, accounting and management functions.

93 Additional state funds will be needed to support the operating costs of food service programs if the goal of a nutritious food service for all students is to be met.

PLANT MAINTENANCE

The school facility is the most costly tool in the educational process, and if this investment is to be protected it must be adequately maintained. Efficient maintenance of school plants is especially important since well-kept facilities are essential for health and safety and assist in establishing an environment which greatly enhances any teaching effort. Further, a properly maintained building is easier to clean and keep sanitary, easier to heat, and more economical to operate.

Maintenance is the systematic process of keeping the school plant and its equipment in good condition and making improvements in the school plant facilities as necessary to promote the educational program. Since each local school district is different, maintenance programs should be based upon local plans which reflect local needs. In order to provide effective planning and program administration, professional personnel are needed.

Currently, many Georgia school systems have inadequate maintenance programs which do not consider future needs. Although some of these programs have shown improvement in the last few years, extensive need is still apparent. Higher salary levels, additional training and personnel, and adequate supplies and equipment are major needs in the area of custodial care; adequate preventive maintenance programs have not yet been developed and implemented; adequate grounds maintenance programs are lacking, resulting in large-scale erosion problems in many areas; and inadequate funding for maintenance projects, coupled with rising utility costs, has further compounded maintenance problems.

In order to eliminate these problems several steps must be taken. First, maintenance staffs must be developed which possess the knowledge and skills necessary to provide essential maintenance functions. Custodial staffs should be organized, trained and provided adequate supplies and equipment necessary to perform essential housekeeping functions. Tasks involving grounds maintenance should be incorporated into the total maintenance and custodial function, and appropriate professional services should be utilized where warranted. In addition, budgetary support commensurate with actual costs should be sought. Finally, inspections should be held at least annually to insure that the maintenance necessary for satisfactory health and learning conditions is provided.

In order to achieve these goals the subcommittee offered the following detailed recommendations which were later condensed and approved by the full Committee.

- The State Department of Education should promote the design and selection of equipment which will minimize required servicing and preventive maintenance, increase trouble-free service life, simplify required maintenance skills, and improve efficiency.
- The State Board of Education should recommend that school systems maintain a custodial staff at the ratio of one custodian to every eight teachers.
- Schools should be air conditioned except in cases where the condition and age of buildings do not justify the additional investment.
- The portion of Section 32-613 dealing with sick leave expenses should be separated from maintenance and operations and a new section be written into the MFPE Law for funding of sick leave and personal or professional leave expenses.
- Legislative action should be taken to establish a level of state funding for sick leave expense at no less than $125 per teacher allotted under Section 32-611 for the 1974-1975 school year. (See recommendation number 130 under the section on Teacher Benefits.)
- The concept of state financial support for maintenance and operations should remain as covered under Section 32-613, but the amount of financial support should be established at a level in line with actual expenditures reflected in management reports.

Recommendations

94 The State Department of Education should encourage the design and selection of equipment which will minimize required servicing and preventive maintenance, and improve efficiency.

95 The State Board of Education should recommend that school systems maintain a custodial staff at the ratio of one custodian to every eight teachers and make this a school standard.

96 All schools should be air conditioned except in cases where the condition and age of buildings does not justify the additional investment.

97 Sick leave expenses should be separated by law from the allocations for maintenance and operations.

98 Funds for maintenance and operations should be provided at a level in line with actual expenditures as reflected in management reports.

ADMINISTRATIVE AND SUPERVISORY SERVICES

The supervision required for a smoothly functioning school or system has increased dramatically over the past few years as our educational program has grown in complexity. As new knowledge is gained and new teaching strategies are developed, the role of instructional supervision will become even more diversified. Advances in educational technology will increase the need for greater attention to the area of plant operations and maintenance. Pupil safety will continue to demand close attention and supervision in the area of transportation. Student health and nutrition have been recognized as being relevant to learning and are therefore deserving of closer supervision. School finance and business services must be adequately supervised so as to obtain optimum efficiency. Planning and evaluation are essential components of an improved educational program and must be approached systematically. Each of these developments tends to support the need for increased and improved supervisory personnel at the school, system, and CESA level. Each is critical to the direct development of staff and individual instruction.

Moreover, the administration of public education has become increasingly more scientific and complex. In addition to overall decision making, the superintendent must also devote much of his time to such matters as contract negotiation, public relations and fiscal management. The school principal is increasingly involved in similar tasks at his school site. As the responsibilities for these administrative jobs increase, it is necessary that the critical tasks of supervision in some designated areas be delegated so as to result in the most efficient and effective approaches to learning throughout the school system.

The prevalence of many small school districts in the State of Georgia further compounds the problem, as staff development and adequate supervision become increasingly difficult for such districts. To alleviate this problem, the availability of specialized technical assistance at the CESA level will become even more significant. It is essential that a sufficient number of supervisory personnel be provided at the school system and CESA levels in order to insure that a quality educational program is available to every student.

Recommendations

99 Support personnel for administration and supervision should be provided each school on the basis of one to every 190 students in average daily attendance.

100 Sufficient central administration personnel should be allotted in the areas of plant operations and maintenance, transportation, food services, instructional supervision, finance and business services, and planning and evaluation.

STUDENT PERSONNEL SERVICES:
SCHOOL COUNSELORS, PSYCHOLOGISTS, AND SOCIAL WORKERS

In recent years society has become painfully aware of the existence of major behavioral and learning problems which threaten the educational processes in our public schools. Changes in technology, life styles, and cultural and moral values all have impact on the educational environment, and the traditional learning processes and objectives of education cannot be implemented in an environment that ignores the relevance of current social problems.

Nationally, the provision of student personnel services focuses on a team approach, consisting of the elementary and secondary school counselors, the school social worker, the school psychologist, and learning specialists. Cooperative team efforts increase the efficiency of the respective team members, provides a greater continuity of service, assures the availability of a comprehensive program of student personnel services and provides a more thorough diagnosis of individual or group social and psychological problems.

More specifically, the following activities and orientations are characteristic of an effective team approach:

1) Emphasis shifts from crisis resolution to problem prevention.

2) Student problems are diagnosed and treated in the early years in order to prevent their developing into established behavioral patterns.

3) Interpersonal social skills, positive self awareness, and communication skills become an integral part of the curriculum, from kindergarten through high school.

4) The school is no longer isolated from the valuable resources of the family and community in dealing with student problems, providing services through established agencies, and providing curricular support in such areas as career education.

5) The student personnel services team works closely with classroom teachers in developmental programs designed to change student classroom behavior.

6) Performance-based objectives and evaluation processes for student personnel services are established and implemented.

The success of this approach, however, is dependent upon a sufficient number of counselors, school psychologists, and school social workers to maintain realistic professional-student ratios.

School Counseling

Certified school counselors were available to 184 Georgia school systems during 1972-73. There were 816 counselors serving secondary grades (8-12) at a ratio of one to 520 students, and 180 serving elementary grades (1-7) at a ratio of one to 933 students. These 996 counselors served approximately 600,000 students. Because of the manner in which supportive personnel are now allocated to local systems, in a small school system the school counselor is assigned many other duties in addition to guidance counseling—for example, job placement. Although every school system has at least one counselor, the availability of guidance services is generally inadequate throughout the state.

School Psychologists/Psychometrists

In 1972-73, 125 psychologists and psychometrists provided services in 155 school systems to 36,000 students.

School psychologists and psychometrists, working closely with learning specialists, are responsible for the diagnostic assessment and referral of children with deviant behavior. Because this activity now occupies about 75 percent of their time, they are largely funded through Section 20 of the MFPE Act allocations for exceptional children.

School Social Workers

School social workers, required under the Compulsory Attendance Law of 1945 and identified as visiting teachers, are responsible for liaison between the school, home, and community.

In 1972-73, 345 school social workers served Georgia schools. Although many states separate the responsibilities of attendance workers from social workers, Georgia does not. Emphasis is placed on attendance because it is the basis for funding. Absences from school, however, are often symptomatic of other problems.

As a rule, student personnel services are fragmented. This fragmentation leads to inefficient and often unproductive use of personnel. The team approach, as proposed, would provide for needed continuity and efficiency through contact with the total family situation as the children progress from kindergarten through 12th grade. Working together, the Student Personnel Services Team (elementary counselors, secondary counselors, school social workers, school psychologists, and learning specialists) would serve a high school and all the kindergarten, elementary, and middle schools that feed into it. All guidance functions, from total program planning to working with an individual student, would be the cooperative responsibility of the team.

Recommendations

101 On the basis of data derived from current pilot programs, the State Board of Education should adopt criteria which would allow student personnel service programs to be included in the School Standards program.

102 The allocation of professional service personnel should be considered as a separate category within the law. Personnel from this category would be allocated on the basis of one to every 400 students in average daily attendance. The decision as to which type of professional is needed should be determined by the local board of education.

LIBRARY SERVICES

School libraries function mainly to augment the curriculum, while public libraries must serve the broader needs of the whole community. An individual, even though no longer enrolled in the school system, should be afforded the opportunity to grow and mature intellectually.

Since 1943, the functions and services of the public libraries have been under the jurisdiction of the State Board of Education. The Board assists communities in establishing new libraries, and aids and supervises functioning libraries in library management and self-improvement. Specifically, the Board can conduct a book-lending and information service free of cost (except postage) for Georgia citizens; purchase books, periodicals and other instructional materials for lending purposes; and employ professional and clerical staff. Currently, attention is being given to students' increasing use of public libraries, the limitations of school libraries, and the critical need for improved service in both school and public libraries.

The population and knowledge explosions of the last ten years have affected our library programs. Growing school enrollments have increased the demand for expanded library services as has compulsory school attendance, efforts to reduce dropouts, and emphasis on the need for education beyond high school. The explosion of knowledge has made it increasingly difficult to select what to teach, and to provide instructional materials and library resources for this teaching. The demand for excellence in teaching and learning and an emphasis on individualizing instruction have also forced adjustments in our libraries.

In response to these needs, the library program has been replaced by the "media program". The media center, often referred to as the instructional materials center, should include both printed and audio-visual materials, as well as equipment for their use. The center should be an integral part of instruction, supplying most materials and equipment needed in classrooms, as well as providing facilities where students and teachers may read, listen to recordings, view films and filmstrips, and use other materials needed for individual study and research. It should also provide space and equipment for the staff and students to create new instructional materials. In this way the media center becomes a service agency which provides teachers and students with learning materials and equipment and effective guidance in their use.

All public libraries in Georgia qualify for state aid except several independent municipal libraries which refuse to lend support to cooperative programs of any system. (The funding process for public library construction is discussed in the section on Physical Facilities.) Financial allocations from the State Department of Education are distributed through the local public school boards to the recipient public library system.

Recommendations

103 School libraries should be encouraged to place more emphasis upon providing audio-visual instructional media as a library service as well as the assistance needed by students who wish to use such media.

104 Local boards of education and principals should provide for greater flexibility in the hours during which the library is available for use by faculty and students, particularly before and after regular school hours.

105 The State Board of Education should continue to be the agency through which state financial support is channeled to public library systems in Georgia.

106 All libraries should make adequate provisions for the blind and other individuals with special media needs.

107 Where no public libraries exist, school libraries should be expanded and made flexible to accommodate public patrons. The architectural design should provide outside access to the library.

EDUCATIONAL TELEVISION (ETV)

The efficient and well developed use of educational television can bring master teachers, diverse teaching methodologies, current events and information, and exposure to distant and rare experiences into the classroom on a systematic basis. Teachers also may benefit and improve their skills by observing and participating in televised presentations. With the exception of the northeast area of the state, most of Georgia's schools have access to programs broadcast over 10 ETV stations. With the installation of five translators (broadcast repeaters) now in process, coverage will be complete.

Unfortunately, however, educators and other professionals involved in the ETV Program within the state have not fully developed a clear definition of the role of television within the framework of the educational system and have not provided sufficient direction for its use.

The State Department of Education is presently conducting a survey to determine ETV usage in schools, and is finding that many schools have no organized plan for utilizing programs and receiving sets efficiently.

A major deficiency in programming exists for the high school level. Most programs are oriented toward the elementary student; therefore a large portion of the total school population does not benefit from ETV facilities. Furthermore, the present delivery system allows little or no flexibility for instructional program scheduling.

The committee recognizes that ETV can be a vitally important aspect of education, and that the state has the basis for making a significant contribution in this area. However, it feels that existing television programming and technology is not being used to maximum benefit and that additional expenditures should not be made until goals and objectives are clearly defined.

Recommendations

108 An intensive study of educational television should be made to determine its future course of development.

109 This study should be completed before any other major funds or commitments are made for new directions.

COOPERATIVE EDUCATION SERVICE AGENCIES

Georgia's educational program took a big step forward when it joined a number of other states in providing professional services across local school system lines. With the passage of Senate Bill 538 in July 1972, the General Assembly created the Cooperative Education Service Agency (CESA), making it possible to improve the effectiveness of the educational program of the local school system through the use of personnel serving a number of systems in a specific geographic area.

Although many school systems have made rapid progress in the last few years in both the scope and quality of their programs, too often this is not the case. Local school administrators and boards of education are frequently caught between providing a needed school service and maintaining a fiscal situation acceptable to the local taxpayers. All too often the service is simply not available and the student suffers.

The State Board of Education recognized this problem in 1964 when it contracted with the Division of Surveys and Field Services of the George Peabody College for Teachers to study the organization of public schools in Georgia. The basic findings of this study, most of which are the same today, resulted in a series of specific recommendations pertinent to reorganization which are summarized as follows:

1) School systems in the state should be organized to provide from 15,000 to 20,000 pupils in total school population, and a minimum standard or criterion of 10,000 pupils should be adopted by the State Board of Education.

2) A "standard" high school should have no less than 100 students in grade 12. The optimum high school size is 800 to 1,200 students, with a minimum-maximum range of 500-1,500.

3) If separate junior high schools are provided, there should be at least 100 pupils in the highest grade. At least 500 pupils should be the desired enrollment, and the minimum standard should be an enrollment of at least 300 pupils.

4) Elementary schools should stipulate a minimum of at least one teacher per grade, with a seven grade minimum enrollment of about 240, a desired range of 400-600, and a maximum of 720.

While the findings of this study have been accepted in principle by the State Board of Education, the Board's efforts in implementing these recommendations have been limited.

Some success has been achieved in the merging of independent and county school systems and the consolidation of smaller schools. Since 1961, the number of local systems has decreased from 197 to 188 as a result of the merger of independent and county systems. Also, since 1964, over 100 individual schools have been consolidated into stronger educational units.

It is a generally accepted fact that unequal educational opportunities exist among local administrative units within the state. The Cooperative Education Service Agencies are designed to provide these smaller units with a staff of resource specialists to which they would otherwise never have access. The further development of these agencies has the following advantages:

1) Economies which result from: (a) better service for the dollars now being spent for education in the component school systems; and (b) more quality per dollar in increased expenditures for education.

2) More efficient operations. The administrative, supervisory, and other special service personnel presently employed in the component school systems can be utilized more effectively in a larger unit.

3) The design of more adequate space, greater convenience to pupils and parents, the avoidance of unnecessary duplication of facilities, and more efficient utilization of plant capacity by increased flexibility in pupil attendance areas should provide greater returns for dollars spent.

4) More efficient utilization of the teaching staff, as well as special service personnel, whose activities can be better coordinated in a continuous program.

5) The creation of larger instructional units which provide the possibilities for wider curricular offerings and more comprehensive programs for the average and gifted, as well as exceptional children.

Georgia's shared services program had its beginning in FY 1966-67, when the State appropriated $100,000 for school systems to allot one of their teachers to a shared service project. The Educational Services Across County Lines Grant for FY 1971-72 amounted to $1,225,025, covering 12 projects in which 117 school systems participated. In 1973-74, as a result of Senate Bill 538, a total of 166 of the State's 188 systems are participating in this program to some degree. As an example, the following professional staff and services are available to the 14 local systems in the pioneer CESA.

Services Provided By Pioneer CESA At Cleveland, Georgia

Participating Systems	*Staff*	*Areas of Service*
Union County	Dr. Robert Nelson	Director
Towns County	Kenneth Watkins	Science Consultant
Rabun County	Richard Downey	Director, Special Education
Lumpkin County	Jerry Hencely	EMR Consultant
White County	Anita Lenoir	Speech and Hearing Consultant
Habersham County	Helen Greear	School Plant Consultant
Forsyth County	Robert Hall	Mathematics Consultant
Hall County	Frances Gotesky	Director, Alpine Center
Gainesville City	George C. Counter	Teacher Therapist
Stephens County	Ann Christianson	Teacher Therapist
Franklin County		
Hart County		
Banks County		
Dawson County		

Recommendations

110 The basic grant of $90,000 in state funds provided in FY 1974 should be continued.

111 The State Board of Education should be provided with an additional $2 million annual appropriation to be equitably reallocated to the 16 CESAs on the basis of need.

112 Approved automated systems should be available to CESAs in order to provide services such as student accounting, test scoring, and scheduling to the participating school systems.

113 In order to improve the effectiveness of the CESA services to participating school systems, the local board of control should assume strong leadership.

SCHOOL STANDARDS

The ultimate responsibility for public education has long been recognized as a function of state government. In order to ensure optimum educational benefit for students enrolled in Georgia's schools, it is essential that current evaluative criteria and procedures be further refined. The evaluation of school programs and facilities on a statewide basis is critical to the provision of an adequate educational program.

State evaluation of standards refers to the process of assessing a school or school system on the basis of its success in achieving overall educational goals as established by State Board of Education policy. As such, this evaluation differs significantly from school accreditation, which is a voluntary assessment of schools by the Georgia School Accreditation Commission or the Southern Association of Colleges and Schools. While regional and/or state accreditation may complement state evaluation, the responsibility of the State of Georgia in establishing minimum standards for the education program remains clear.

Georgia's Current Standards Program

Georgia's current program of school standards was initiated in 1967. Valuable data has been obtained through the implementation of that program and much improvement in the operation of Georgia's schools has resulted. The percentage of "standard" schools has increased from 49.11 percent in the academic year 1967-68 to 86.6 percent during the academic year 1972-73.

Georgia's current Standards Program functions to evaluate the effectiveness of the instructional program in meeting established goals. However, this program seems to have followed the traditional pattern of placing a disproportionate amount of emphasis on quantitative measure. The rationale for such measures was that the desired educational outcomes would result if the "right things" in the "right amount" were put in place. Recent research, however, has shown that this approach fails to assure desired results. Moreover, the quantitative approach assumes that there is only one way to accomplish a desired end; thus, alternative approaches are excluded from consideration. Recent research findings support the placing of greater emphasis on qualitative rather than quantitative criteria in educational program evaluation.

The continued success of Georgia's Standards Program will be greatly determined by the degree to which it is revised and refined in future years. Consequently, an essential improvement factor is inherent in the following recommended goals:

—All Georgia public schools should meet the criteria necessary to be classified as "standard".

—Georgia public schools should adopt by September, 1975 a school evaluation program which emphasizes qualitative (performance-based) rather than quantitative criteria in the evaluation of instructional programs.

—Quantitative criteria should be used primarily to ensure students' health, safety, and comfort while receiving instructional services.

—A more comprehensive and objective procedure for the application of school standards criteria should be established by September, 1974.

—School standards enforcement and policies should be strengthened by the State Board of Education. Policies should be adopted and effective for the 1975-76 school year. Enforcement policies relative to funding should be effective for the 1976-77 school year.

Recommendations

Level I—Minimum Requirements—Certification

114 There should be common minimum requirements which each school and school system must meet in order to be certified.

a) Each school and school system must be certified each school year. Those schools failing to be certified must be visited by a "visiting team" to evaluate the deficiencies and to assist the local school system in developing a plan of action to remediate the deficiencies. The State Board of Education shall publish annually a list of those schools and school systems which fail to be certified. The Board will also ensure that news releases are sent to local newspapers listing schools and school systems which have qualified for certification and those schools and systems which fail to be certified.

b) The visiting team's recommendations shall be submitted to the State Board of Education. The State Board of Education shall assist those systems which cannot financially afford to remediate deficiencies. However, if a local system is unwilling to implement the plan of action to remediate such deficiencies, the State Board of Education should withhold funds.

Level II—Instructional Program Standards

115 Common or statewide performance-based criteria should be established to evaluate the instructional program in Georgia's public schools.

116 In addition to the common standards criteria, the visiting team, local school officials, teachers, and local citizens jointly shall develop local standards against which the local system/school will also be evaluated. Local standards should reflect situations and/or needs which are distinctive to that particular school or community.

117 The school standards program shall reflect various levels of attainment such as:

a) *Standard*—earned by a school/school system which has satisfied all required criteria.

b) *Conditionally Standard*—awarded to a new school or school system which has made acceptable beginnings but does not meet all required standards.

c) *Probationary Standard*—given to a school or school system which has deviated from the minimum standards criteria to the extent that it is failing to maintain an adequate educational program. Probationary standard is a warning that the school must make certain improvements before either the *Standard* or *Conditionally Standard* classification may be awarded.

d) *Non-Standard status*—given to a school or school system which fails to meet minimum standards. A school system shall be classified as *Non-Standard* for a given school year if 25 percent or more of the schools within the system are classified as *Non-Standard.*

e) Until a school achieves *Standard* status, it shall be evaluated each year by a visiting team. Standard schools should be visited every three years.

f) Policies and procedures for enforcement of standards in each local system should be adopted by the State Board of Education effective for the 1975-76 school year. Enforcement policies should be effective for the 1976-77 school year.

SCHOOL HEALTH SERVICES

Students who suffer from malnutrition, physical illness, emotional problems and a poor health environment cannot participate effectively in the learning process. Unless concerted efforts are made to alleviate health problems, poor health could continue to be a source of student failure and marginal success in the total school program. Such efforts should be directed toward the establishment of immediate and long-range goals to meet health service needs.

There has been little organized and concerted action for developing adequate health services in the past, necessitating a comprehensive assessment of current needs in this area. Generally, however, an adequate health services program should be designed to correct remediable defects, to identify and educate handicapped children, to help prevent and control diseases, to provide emergency services or procedures for the treatment of injury or sudden illness, to plan services which would provide a healthful environment, and to adjust individual school programs to meet the needs of children with health problems.

The development of such a program would be the first step toward the achievement of the general goals set forth by the Committee, including:

1) the achievement of a school environment conducive to optimal learning;

2) the assurance that each child is not deterred from maximum performance in the instructional program because of hunger, physical pain or disease, mental stress, or emotional strain;

3) the provision of counseling and referral services for those identified as requiring health treatment; and

4) the establishment of an organizational structure that would ensure the participation and leadership of students in educational campaigns aimed at community-wide problems such as drug abuse and social diseases.

Traditionally, the Public Health Department (now a division of the Department of Human Resources) has provided health services in schools. However, there are currently no personnel or organizational components with primary responsibility for this function, and therefore no plans exist for instituting, maintaining, and expanding services. Furthermore, no specific minimum requirements beyond those in law have been established for schools, resulting in wide variations in local policies and program quality throughout the state.

Coordinated leadership at the state level is urgently needed to insure that:

1) the providing of school health services is a joint cooperative effort between the Departments of Human Resources and Education;

2) a statewide health services plan can be developed; and

3) available state and federal funds are utilized efficiently in program administration and service delivery.

The subcommittee made the following detailed recommendations in the area of school health services which were condensed and approved by the full Committee:

- The Foundation Law for Education shall unequivocally state that: School Health Services is an integral aspect of the total educational process, and local policies must be established and implemented which are conducive to achieving the goals and objectives of the school health services program.

- There shall be designated a full-time employee in the Child Health Unit of the Physical Health Division of the Department of Human Resources whose responsibility is to coordinate, plan and implement school health services. To fulfill these responsibilities, this individual shall chair a joint committee of personnel from both the Department of Human Resources and the Department of Education. The functions of this committee would include, but not be limited to:

1) Establishment and maintenance of channels of communication between the two departments to ensure that the formulation of policies for school health services be a joint, cooperative effort between the Department of Human Resources and the State Department of Education.

2) Development of a statewide health services plan to be presented to the Board of Education and Board of Human Resources for review and implementation. Provisions for the plan should include the following:

   a) To commission an assessment of current number, kinds, and quality of school health services provided throughout Georgia. This assessment should describe in detail the health service procedures followed in each school system, the mechanism for reporting the results of health services, and the number of students receiving each health service. Local health and school officials should also include statements relative to the most immediate health problems and needs in their respective school communities.

   b) To develop a plan which outlines the health services to be provided in all of Georgia's public schools. Such services and administrative procedures to be considered for inclusion in the plan are standardized school health records on all Georgia's public school children, treatment of the health record as an official part of the student's record to be transferred along with academic records, requiring student health histories, physical screenings/examinations, nature of tests/examinations to be included in physical screenings, procedures for recording test/exam results on health records, post-physical screening and examination policies and procedures for counseling parents and pupils.

   This data would provide the basis for developing a comprehensive state plan/program for school health services.

3) The Coordinating Committee would make recommendations relative to the needs for personnel to implement the school health services plan. However, it is the intent of the MFPE Study Committee that the provision of health services should not burden the classroom teacher and/or in any way detract from the instructional role of the teacher.

4) Committee membership shall include, but not be limited to, the following:
State Department of Education:
   Coordinator of School Health Services and Health Education Unit
   Administrator, School Food Services Unit
   Administrator, School Plant Facilities
   Director, Curriculum Development and Pupil Personnel
   Services Division
   President, Georgia Association of School Superintendents

Department of Human Resources:
   Chief, Child Health Unit
   Supervisor, Environmental Health Section
   Supervisor, Epidemiology Section
   Supervisor, Dental Health Section
   Chief, Health Education Unit

- The Department of Human Resources should implement statewide the present Dental Education and Prevention Program and the Dental Care Program as soon as possible. Further implementation of the Dental Care Program should be consistent with DHR Board policy.
- Emergency services and treatment policies and procedures are to be established as soon as possible. The Coordinating Committee should give top priority to implementing this recommendation.

Recommendations

118 The Foundation Law for Education shall unequivocally state that: School health services is an integral part of the total educational process, and local policies which are conducive to the achievement of the goals and objectives of the school health services program must be established and implemented.

119 Sufficient nursing services should be available within each system.

120 A full-time position within the Child Health Unit of the Physical Health Division of the Department of Human Resources should be established to coordinate planning and implementation of school health services. To fulfill these responsibilities, this individual should chair a joint committee of personnel from both the Department of Human Resources and the Department of Education. This committee should attempt to establish and maintain channels of communication between the two departments to insure a joint cooperative effort in the formulation of a statewide health services plan.

121 The Department of Human Resources should implement statewide the present Dental Education and Prevention Program and the Dental Care Program in a manner consistent with DHR Board policy.

122 Emergency services and treatment policy and procedures should be established as soon as possible.

123 A health screening examination should be given to every child entering public school and a complete health record maintained throughout his school career. Local DHR health units should coordinate all health data collection and maintain central informational files.

CLERICAL ASSISTANCE

A major shortcoming of the present instructional program results from the amount of time which the classroom teacher and other professional personnel must devote to routine clerical and record-keeping duties. Such time-consuming activities are not only frustrating to the educational professionals, but also result in the inefficient use of professional resources. Most educational experts believe that better use could be made of the instructional staff's time if clerical assistance were provided. The provision of an adequate clerical staff to perform such duties as maintaining attendance records, collecting fees and lunch monies, and grade recording would, among other things, free the teacher to teach and the guidance director and the psychologist to counsel. Clerical personnel could further aid the professional in the preparation of teaching aids and instructional and testing materials which require collating and duplication. In addition, the use of clerical personnel for classroom level record-keeping would enable central office personnel to centralize these records much more efficiently. In many cases high school students, under appropriate supervision, could provide many of these clerical services while at the same time receiving experience and credit for on-the-job training.

The State Board of Education has recommended that sufficient clerical personnel be provided to each school. Such assistance is generally available within most school offices and in all central administration offices; however, the state has yet to expand these services to aid the instructional and other professional personnel and has provided no direct state funding for this purpose.

The subcommittee recommended that each local system be provided with clerical/secretarial support on the basis of one secretary to every 250 students in average daily attendance.

Recommendation

124 A sufficient number of clerical personnel, including supervised high school students, should be provided to relieve teachers and other professional personnel of routine clerical activities so they may use their time more effectively in the instructional program.

Section III
FINANCIAL FOUNDATIONS

The Financial Foundations Subcommittee studied those issues that relate to providing the economic base for public education. In addition to the specific issues cited in this report, many related issues received study and committee consideration. Such areas as equity of taxation, level of state funding, new revenue sources, and a weighted pupil method of distributing state funds were studied and the information gathered was used as background for the specific recommendations made by the subcommittee.

Representative Hugh Jordan chaired the subcommittee studying this area, and Lamar Plunkett served as vice chairman. Other members were: Jerry Dickson, Senator Ebb Duncan, Representative Grace T. Hamilton, Dr. Jack P. Nix, Asbury Stembridge, and Ann Woodward. Senator Terrell Starr and Representative Robert Farrar served as ex-officio members.

ROLE OF FEDERAL FUNDS

Federal funds currently account for nearly 13% of the total statewide education budget in Georgia and provide for some of our most critical educational programs. With anticipated decreases in federal funding, however, this percentage is expected to be much lower. The major problem created by the instability of federal funds is that entire programs are placed in jeopardy if they depend heavily on federal funding. The state, except through lobbying, has little direct impact on the federal role and can only determine how certain funds can be spent.

The following is a summary of existing federal programs which have substantial impact on public education in Georgia. These programs, financed predominantly by federal funds, face severe cutbacks or abolition as the federal role becomes more unstable.

1) Elementary and Secondary Education Act (ESEA) of 1964.
Total FY 71 funds: $50.38 million

Title I–Educationally Deprived Children: Title I expands and improves educational programs to meet the special needs of educationally disadvantaged children in low income areas. Funds are provided for school library resources, textbooks and other instructional material. In addition, funds are provided for planning, pilot testing, installing, maintaining, and expanding innovative and exemplary educational programs which supplement activities and services normally provided.

Title VI–Handicapped Children: This program provides grants to assist states in the initiation, improvement and expansion of educational and related services for handicapped children at preschool, elementary and secondary levels.

2) Manpower Development and Training Act (MDTA) of 1962 and Economic Opportunity Act (EOA) of 1964.
Total FY 71 funds: $34.02 million

Titles II and III of MDTA: This program provides occupational training and retraining in development areas. Funds are provided for institutional training needs, counseling, referral and job placement.

EOA Relative to Manpower Training: This program provides employment and training to unemployed persons and upgrades workers in low skill jobs.

3) National School Lunch Program
Total FY 71 funds: $27.46 million

Funds are provided for nutritional lunch and breakfast programs, special milk program, and administration.

4) Vocational Education Amendment of 1968
Total FY 71 funds: $13.57 million

This act assists states in conducting vocational education programs to insure that career vocational education is available to all eligible individuals.

5) Vocational Rehabilitation Amendments of 1968
Total FY 71 funds: $3.66 million

Section 2 of this act provides funds for training handicapped adults.

6) Education of the Handicapped Act
Total FY 72 funds: $1.56 million

Grants are provided to states for the education of handicapped children.

7) Adult Education Act of 1966
Total FY 72 funds: $1.7 million

Funds are provided for teacher training and special demonstration projects.

8) Economic Opportunity Act of 1964 (EOA)
Total FY 72 funds: $1.7 million

Under Title II of EOA, funds are provided to sustain and augment, in the early primary grades, the gains that children from lower income families make in Headstart and other pre-school programs. Funds are provided for special programs of instruction as well as health, nutrition and other education-related services.

9) Library Services and Construction Act
Total FY 72 funds: $116,400

This act provides funds for state and local libraries, and for services to the physically handicapped.

These funds should, wherever permitted by federal laws, be used to supplement various programs funded at the state and local level. These funds should not, however, be used in a manner which would result in local boards of education becoming completely dependent upon federal funds for the support of Foundation Programs. The Committee believes that effective, worthwhile educational programs should be continued, based on established priorities, if federal money is not available.

Recommendation

125 The State should utilize federal funds, wherever permitted by federal laws, to supplement an adequate program of education in Georgia. If federal funds are curtailed, critical foundation programs should be continued with state funds.

ROLE OF REQUIRED LOCAL EFFORT (RLE)

Although historically the major source of financing for local governments has been the property tax, public opinion has focused on this tax as the most popular tax to reduce or abolish. Any modification of the property tax, however, must be examined in terms of its impact on Required Local

Effort (RLE), which is essential to fully financing an adequate program of education in Georgia and encouraging local involvement and efficiency.

The amount of required local effort is based on wealth per child in each school district. As indicated in the following table, this essentially means that the poorest system pays the least per child.

Expenditure Per Student Based on Current Required Local Effort

School System	*Local Expenditure per Student in Average Daily Attendance*
Jefferson (City)	23.00
Hogansville (City)	33.00
Cochran (City)	34.00
Social Circle (City)	34.00
Fitzgerald (City)	34.00
Whitfield	34.00
Chickamauga (City)	36.00
Carroll	37.00
Troup	41.00
Marion	42.00
Pelham (City)	43.00
Toombs	43.00
Liberty	44.00
Bryan	46.00
Houston	46.00
McIntosh	46.00
Catoosa	46.00
Commerce (City)	47.00
Chattahoochee	47.00
Hall	48.00
Lowndes	48.00
Lanier	49.00
Treutlen	49.00
Walker	49.00
Lincoln	51.00
Hancock	51.00
Douglas	52.00
Crawford	52.00
Murray	52.00
Clayton	52.00
Effingham	52.00
Bartow	53.00
Chattooga	53.00
Macon	54.00
Columbia	54.00
Paulding	54.00
Fannin	55.00
Baldwin	55.00
Laurens	55.00
Upson	55.00
Hart	56.00
Peach	57.00
Dade	57.00
Meriwether	58.00
Butts	59.00
Newton	59.00
Polk	59.00
Cobb	59.00
Thomas	59.00
Jones	60.00
Jefferson	60.00
Johnson	61.00
Tattnall	61.00
Brooks	61.00
Telfair	61.00
Wilkinson	61.00
Dodge	62.00
Spalding	62.00
Bulloch	62.00
Schley	62.00
Warren	63.00
Decatur	63.00
Madison	63.00
McDuffie	63.00
Ware	63.00
Pulaski	64.00
Habersham	64.00
Clay	64.00
Gwinnett	64.00
Buford (City)	64.00
Vidalia (City)	64.00
Calhoun (City)	64.00
Lumpkin	65.00
Tift	65.00
Emanuel	65.00
Stephens	65.00
Elbert	65.00
Cherokee	65.00
Floyd	65.00
Union	66.00

School System	Local Expenditure per Student in Average Daily Attendance
Taylor	66.00
Dougherty	66.00
Franklin	66.00
Calhoun	66.00
Crisp	66.00
Evans	66.00
Montgomery	67.00
Lamar	68.00
Burke	68.00
Haralson	68.00
Pike	69.00
Cook	69.00
Walton	69.00
Gilmer	70.00
Talbot	70.00
Coffee	70.00
Grady	70.00
Randolph	71.00
Pierce	71.00
Rockdale	71.00
LaGrange (City)	71.00
Greene	71.00
Gordon	72.00
Glascock	72.00
Jeff Davis	72.00
Muscogee	72.00
Wheeler	73.00
Atkinson	73.00
White	73.00
Colquitt	73.00
Washington	73.00
Brantley	74.00
Seminole	74.00
Bacon	74.00
Pickens	74.00
Waycross (City)	74.00
Dublin (City)	74.00
Thomasville (City)	75.00
Americus (City)	75.00
Bibb	75.00
Jenkins	75.00
Charlton	76.00
Candler	76.00
Barrow	76.00
Valdosta (City)	77.00
Heard	77.00
Henry	78.00
Quitman	78.00

School System	Local Expenditure per Student in Average Daily Attendance
Appling	78.00
Fulton	78.00
Morgan	79.00
Oglethorpe	79.00
Wayne	79.00
Richmond	79.00
Screven	79.00
Camden	79.00
Oconee	80.00
Rabun	80.00
Glynn	80.00
Fayette	80.00
Banks	81.00
Twiggs	82.00
Terrell	82.00
Long	82.00
Bremen (City)	82.00
Sumter	83.00
Carrollton (City)	83.00
Stewart	83.00
Lee	83.00
Towns	84.00
DeKalb	84.00
West Point (City)	84.00
Worth	85.00
Coweta	85.00
Monroe	86.00
Turner	88.00
Wilkes	88.00
Webster	88.00
Trion (City)	88.00
Dooly	89.00
Mitchell	89.00
Harris	90.00
Chatham	90.00
Forsyth	92.00
Berrien	99.00
Miller	100.00
Bleckley	100.00
Thomaston (City)	103.00
Clarke	103.00
Wilcox	104.00
Irwin	105.00
Cartersville (City)	106.00
Taliaferro	108.00
Early	109.00
Rome (City)	110.00
Jasper	122.00

School System	Local Expenditure per Student in Average Daily Attendance	School System	Local Expenditure per Student in Average Daily Attendance
Gainesville (City)	123.00	Marietta (City)	132.00
Decatur (City)	126.00	Baker	143.00
Jackson	126.00	Echols	144.00
Clinch	126.00	Dalton (City)	146.00
Ben Hill	128.00	Atlanta (City)	162.00
Dawson	132.00	Putnam	182.00

In Georgia for the school year 1971-72, local revenue accounted for approximately 28% of all educational funds, while the state financed 57%, and federal funds financed 13%. Georgia ranks 44th in the nation in estimated percent of revenue from local governments.

There are many effective arguments for maintaining the required local effort. Local boards of education will provide $314 million for the support of education in FY 1974, for a total of $235.5 million above the fixed $78.5 million chargeback. If the state assumes the current local effort, the equivalent of a 2½-3 cent increase in the sales tax would be required. This amount would be impossible to fund in an equitable manner, and would completely cripple program improvements at the state level. Furthermore, if the state assumed the entire cost of Georgia's total educational program and provided an equal per-pupil expenditure based on the highest current level, the cost would be over 1.2 billion dollars. Funding this amount would be prohibitive at the state level.

It is maintained by many that abolition of the RLE will not eliminate the need for a property tax but would eliminate the only means the state has to insure that tax assessments are uniformly and equitably administered throughout the state. In addition, if the state assumes the RLE, any state money that could have been used for program improvements must be used to maintain the present level of services. RLE also fosters a commitment at the local level to educational efficiency and effectiveness. The required local effort operates to insure that local citizens will be involved with issues concerning the expenditure of local tax monies.

It is necessary to provide for the financing of an adequate, yet equitable, public school foundation program while insuring equalized property tax assessments. Throughout this report major recommendations have been made to improve educational programs which will increase the state's contribution to the total cost of education in Georgia. By increasing the state's share, local contributions will be reduced or stabilized.

Recommendations

126 The State should retain the concept of Required Local Effort.

127 Because Georgia has an excellent collective mix of taxes, and since the state constitution preempts the use of the sales or income tax at the local level, no changes are recommended in the local revenue structure.

SUPPLEMENTAL OR ENRICHMENT FUNDS

Enrichment funds are those revenues available to local school systems above the required local effort. Although "enrichment" implies improvements in student services beyond a basic program, these local funds are usually required to supplement an already inadequate educational budget. At present the required local effort is approximately 4.91 mills on 40 percent of the equalized property tax digest. Tax assessments for enrichment range from a low of approximately one-half mill to a high of nearly 23 mills, with a one-mill levy generating a range from $3.92 to $37.19 per student, depending upon the wealth of the county.

The MFPE Study Committee believes that equitable financing is a major component of an adequate program of education in Georgia and has proposed a method to meet this challenge.

District Power Equalizing: An Application for Financing Public Education in Georgia

One means by which the fairness of a state's finance plan may be measured is the doctrine of fiscal neutrality. Under this doctrine, the quality of education a child receives must be a function of the wealth of the state as a whole. This should not be construed to mean that all students should receive equal dollars statewide. It simply means that every school system within a state must have the same capacity to spend for education. In Georgia, as in other states, wealth disparities among local units do exist, and "wealthy" systems, based on assessed valuation per student in average daily attendance, may raise greater amounts of revenue at a lower tax rate than "poorer" systems. For example, a system which has an assessed valuation of $20,000 per student in average daily attendance raises $200 per student with a 10 mill tax, while a system with an assessed valuation of $5,000 per student in average daily attendance raises only $50 per student with a similar tax. Here the "poorer" system would have to tax itself at four times its present tax rate to equal the revenue produced per student in the "wealthier" system. It is important to note that "wealthy" systems are not necessarily populated by "wealthy" people based on income. A system is "wealthy" if it has a high assessed valuation and few students, and it is "poor" if it has a low assessed valuation and many students. This makes it possible for "wealthy" systems to support higher educational expenditures at relatively lower millage rates than "poorer" systems. Where significant wealth disparities exist, the level of expenditure per student is often based on where a student lives rather than the extent of local effort. When this condition occurs (that is, where expenditure levels per student are based solely on geography and not effort), inequality of educational opportunity is present.

Inequality Under Present Georgia Educational Laws

The present plan for financing public education in Georgia was originally established with the intent of providing "... equality of educational opportunity for Georgia's children and youth regardless of where they may live or what their station in life may be." (Section 2, MFPE, No. 523 [Senate Bill No. 180], 1964.) Nationwide, Georgia's present financing scheme ranks high in providing equality of educational opportunity. The extremely wide range of assessed valuation and expenditure levels per student which exists in many states, simply does not exist in Georgia. However, a careful examination of the present financing scheme suggests that certain disparities do exist under the present financing method. A review of Table I, which presents ranges, medians, and 5th and 95th percentiles for selected variables over a six year period, indicates that disparity exists in "wealth" among school systems as measured by assessed valuation per student in average daily attendance, state MFPE contribution per student, required local effort per student, total MFPE (state and local) expenditures per student, local enrichment expenditures per student, and total expenditures per student. These disparities are primarily the result of the variation in assessed valuation per student which in 1972-73 ranged from $3,922 to $37,188. Given this wide variation, Georgia's wealthier school systems, as measured by assessed valuation per student in average daily attendance, can simply raise more money with less effort than poorer systems.

A Proposed Concept

Several proposals which would bring about fiscal neutrality and thereby increase equality of educational opportunity were examined by the Committee. Of these proposals, the two most reasonable routes appeared to be (1) full state assumption of public school financing and (2) a form of district power equalizing.

Although full state assumption would provide equalization, the Committee did not seriously consider recommending this approach for Georgia. The high degree of state control which would

TABLE I

RANGES, MEDIANS, AND 5th AND 95th PERCENTILES FOR SELECTED VARIABLES

1967 – 1973

	1967 – 1968	1968 – 1969	1969 – 1970	1970 – 1971	1971 – 1972	1972 – 1973
Assessed valuation (at 40%) per student in average daily attendance (ADA)						
Range	$3,892 – $22,312	$4,089 – $20,311	$4,179 – $20,531	$3,622 – $21,394	$3,543 – $21,775	$3,922 – $37,188
Median	$9,037	$8,946	$9,054	$9,392	$9,357	$14,137
5th & 95th Percentile	$5,576 – $14,458	$5,526 – $14,157	$5,601 – $13,995	$5,922 – $13,948	$5,503 – $14,663	$8,476 – $24,987
State MFPE contribution $/ADA						
Range	$141 – $520	$170 – $496	$164 – $479	$196 – $553	$224 – $537	$236 – $502
Median	$297	$321	$331	$372	$374	$381
5th & 95th Percentile	$212 – $359	$242 – $396	$268 – $393	$296 – $447	$293 – $448	$326 – $434
Required local effort $/ADA						
Range	$20 – $183	$22 – $152	$26 – $152	$31 – $155	$29 – $157	$23 – $182
Median	$48	$53	$57	$67	$67	$70
5th & 95th Percentile	$28 – $82	$33 – $90	$35 – $97	$41 – $110	$36 – $113	$41 – $126
Total state contribution plus required local effort $/ADA						
Range	$184 – $585	$243 – $538	$239 – $506	$275 – $587	$300 – $607	$318 – $585
Median	$343	$374	$388	$437	$443	$451
5th & 95th Percentile	$279 – $406	$314 – $447	$339 – $454	$380 – $511	$382 – $518	$411 – $501
Local enrichment $/ADA						
Range	0 – $283	0 – $299	$9 – $351	$9 – $467	$11 – $551	$16 – $627
Median	$44	$49	$65	$69	$85	$96
5th & 95th Percentile	$8 – $113	$10 – $142	$24 – $165	$22 – $201	$30 – $209	$34 – $242
Total expenditure per student in average daily attendance						
Range	$228 – $655	$276 – $651	$345 – $714	$377 – $892	$395 – $983	$424 – $1,102
Median	$393	$432	$458	$512	$532	$553
5th & 95th Percentile	$332 – $481	$361 – $542	$390 – $557	$434 – $634	$456 – $660	$479 – $692

be necessary under full state assumption of public school financing would virtually eliminate local decision-making and control, be impossible to finance, and be detrimental to an adequate program of education.

Inequality of educational opportunity in Georgia is brought about as a result of the present method of enrichment. Consequently, the proposed concept retains the present distribution aspects of our educational laws; however, it modifies the unequalizing method of local enrichment by combining a modified version of a form of district power equalizing (DPE) with the present Minimum Foundation Program for Education. Employing such a plan would have several desirable effects. These include increasing total state aid while decreasing total local contribution; allowing a local system to decide its own expenditure level per student, therefore deciding its educational program; and making the expenditure level per pupil a function of local effort.

Briefly described, the proposed concept which has been recommended by the Committee would retain the present Minimum Foundation Program of Education. The present system of enrichment, which allows wealthy systems to enrich with greater ease than poorer ones, would be modified by including a form of district power equalization (DPE). Under the modified DPE concept every school system would have the revenue-producing capacity of a system at a selected level of assessed valuation per student in average daily attendance. All systems below the selected level would be guaranteed the amount of revenue which a system at the selected level would produce. Since systems with an assessed valuation per student which is less than that of the selected system would not produce sufficient revenue to support their selected expenditure level, the difference between the system's selected expenditure level and actual revenue produced would be supplied by the state. School systems at or above the selected system's assessed valuation per student in average daily attendance would not receive any state funds other than those based on present educational laws.

An example may be helpful in demonstrating the concept. Assume the selected system has an assessed valuation per student in average daily attendance of $20,000. (Using 1972-73 data, $20,000 assessed valuation per student in average daily attendance represents the wealth of a system at approximately the 90th percentile.) This would insure that every system would be guaranteed $20 per student per mill levied above the millage for required local effort. A system with an assessed valuation per student in average daily attendance of $10,000, although only raising $10 per student per mill locally, would be supplemented $10 per student per mill from the state. The relationship betwen the guaranteed expenditure level and the corresponding effective millage is graphically displayed in Exhibit I.

The concept of power equalizing attempts to establish a commitment by the state to the principle that the relationship between effort and expenditure level of each system will be the same, irrespective of wealth, and that the local unit will determine the effort. A primary feature is that the state guarantees a local school system an expenditure level per pupil which it selects from the DPE schedule's vertical axis, provided the system taxes itself at the corresponding millage associated with this expenditure level on the horizontal axis. "Poor" schools are guaranteed state enrichment support, although the degree of state enrichment support varies inversely with a system's wealth. Under the proposed plan, each system is guaranteed a minimum level of support (by retaining current laws) and enrichment is based solely on the system's willingness to tax itself (the DPE concept).

Adoption of a plan containing both the present Minimum Foundation Program for Education and District Power Equalizing concepts may not solve all the problems facing public education in Georgia. It would, however, provide equal educational opportunities while maintaining local flexibility.

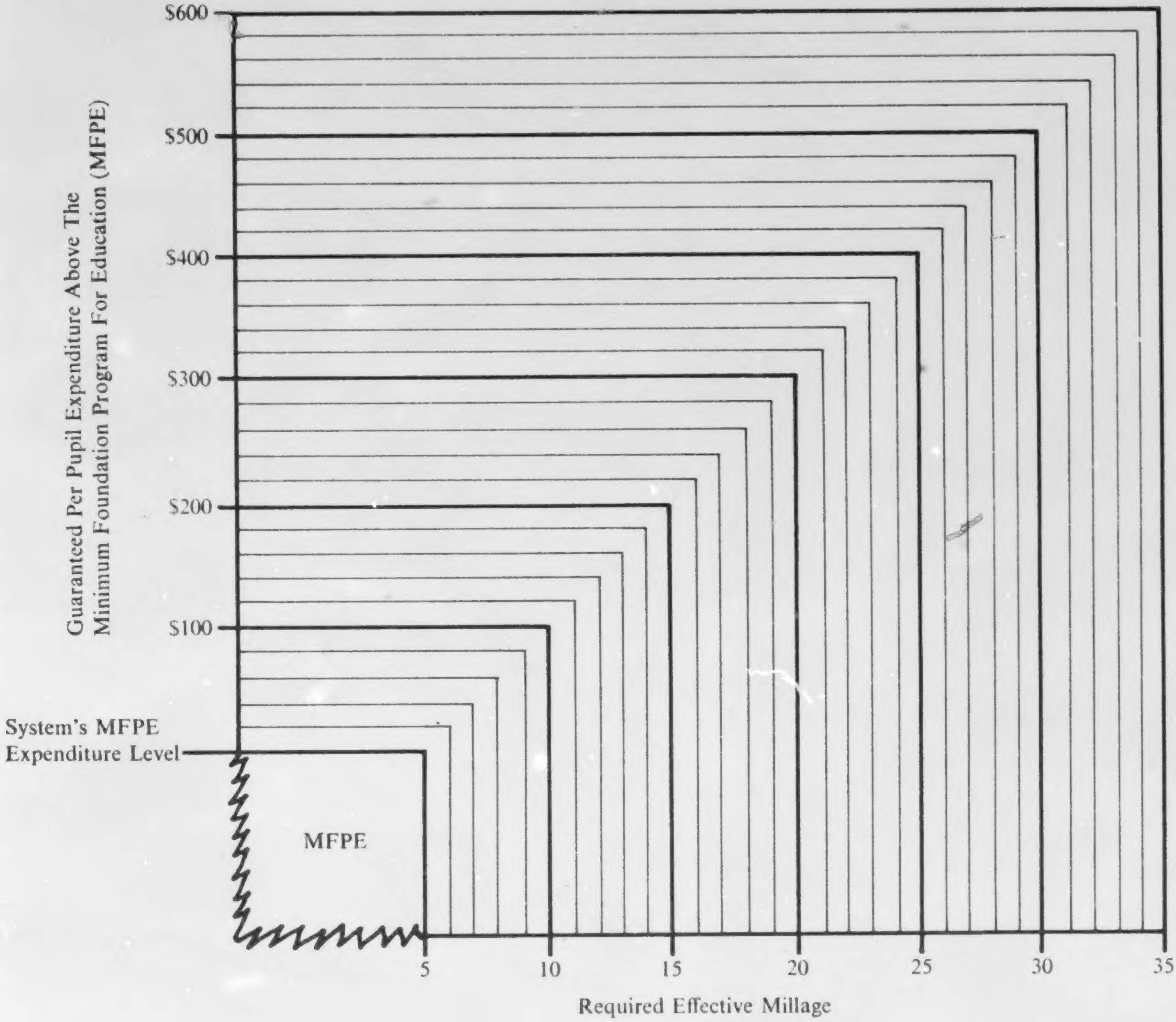
Recommendation

128 In order to develop an adequate educational program and more equitably distribute the tax burden, a form of District Power Equalizing should be adopted.

EXHIBIT 1

GUARANTEED PER PUPIL EXPENDITURE LEVELS AND CORRESPONDING REQUIRED EFFECTIVE MILLAGE RATES FOR PROPOSED MFPE AND DPE CONCEPT

(Guaranteed Valuation – $20,000 per Student in Average Daily Attendance)



TEACHER RECRUITMENT AND BENEFITS

As we move toward year-round schools and leave behind many obsolete programs and traditions, teacher roles are changing and their responsibilities are increasing. Accordingly, many states have granted their teachers higher professional stature and rewarded them with appropriate benefits. Although Georgia's position in relation to teacher salaries has improved considerably in recent years, the state is still losing many of its ablest people because it does not provide advantages sufficiently competitive with other states or the business community. Also, much variation in benefits exists among local school systems, and those needing teachers the most are often unable to attract them.

Georgia still lacks adequate health insurance, life insurance, and social security coverage for its teachers, and inflationary factors have steadily undermined salary increases. Furthermore, tenure status of even qualified teachers is often uncertain.

The cost of educating teachers is high. This valuable investment must be protected and utilized to its maximum efficiency. To this end, teaching must be made as attractive and secure a profession as possible.

Recommendations

129 Teachers should be granted an annual salary increase equal to or greater than the increase in cost of living until such time as Georgia teacher salaries reach the national average.

130 Adequate funding should be provided to insure that sick and personal leave time will be available at a level no less than $125 per instructional unit.

131 After 35 or more years of service, teachers should be allowed retirement without penalty. This retirement benefit should also be extended to eligible teachers who have already retired.

132 A competency-based tenure system should be established for teachers.

133 All teachers should serve a 180 day internship with pay, under qualified supervision, before receiving certification.

SCHOOL DISTRICT REORGANIZATION

The size of a school district is a major factor in the determination of educational costs, the provision of supportive services, efficiency of operation, and comprehensiveness of school programs. A system that is too small would fall far short of providing many needed services, and a system that is too large would be unworkable and lose much of the personalized contact so essential to an adequate program. Recent research has shown that a school system should have at least 15,000 to 20,000 students in order to efficiently provide the educational services necessary for an effective and comprehensive educational program. Few school districts in Georgia meet this criteria. There are presently 188 public school districts in the state, but only 16 of these systems have an average daily attendance (ADA) of over 10,000 students and only 39 have an ADA of at least 5,000. The median size of school systems within the state was 2,541 ADA in 1971-72, and 6 systems had fewer than 600 ADA. The small size of most school systems within the state tends to prohibit the provision of many needed services and reduces the effectiveness of programs available in the system. The judicious merger of school systems could result in the following advantages:

1) The creation of larger instructional settings which provide the opportunity for wider curriculum offerings and more comprehensive programs for all students.

2) Increased efficiency in school district administrative structure which could result in improved administrative services and supervision.

3) Economies which result from better service per dollar within the individual school systems.

4) Increased efficiency in operation.

5) More effective utilization of facilities and space which would not necessarily result in the elimination of school sites, but in increased diversification and efficiency in the use of existing sites.

6) More effective utilization of personnel whose activities could best be coordinated in a comprehensive program.

Moreover, educational services in school systems which have adequate enrollment could be expanded to include special classes for the physically and mentally handicapped, remedial programs for underachievers, and special programs for the academically talented; health, guidance and counseling services could be more efficiently provided; and staff development could be more effectively administered in school districts of adequate size. In other words, the establishment of school systems of adequate size is crucial to the educational well-being of every child in Georgia and not merely a matter of economy.

As pointed out in other sections of this report, school systems which share educational services through CESAs or other cooperative arrangements can provide more comprehensive and economical programs. Wherever district reorganization will not provide systems of adequate size, such cooperation among small systems, particularly, should be encouraged in order to make more services available to larger numbers of students.

The impact of the larger number of very small districts could be lessened considerably if the present legal prohibitions to consolidation were removed. Presently, state constitutional provisions require that each county must constitute a school district. In those counties where independent city school systems are in existence, merger can be achieved only if at least 51% of the registered voters participate in the election and the majority of those voting favor the merger. Experience has shown that the chances of 51% of the registered voters participating in a special school election are slim. Legislation should be developed which not only removes the constitutional restriction on school district boundaries, but also allows for a merger if a majority of those voting in each district are in favor of it.

Recommendations

134 The state constitution should be amended so as to remove all barriers to school district consolidation, including the provision that each county must constitute a district and a majority of 51% of the registered voters must approve any change.

135 A statewide plan for the reorganization of school systems should be developed and approved by the General Assembly and presented in the form of a referendum to the voters comprising each recommended district. Only that portion of the plan approved by referendum would be implemented.

136 School systems in Georgia should be consolidated, with preferably no less than 10,000 children in each new district. In order to effectively accomplish this the following incentives should be offered:

a) Superintendents and other system-wide personnel with at least 25 years of service whose jobs are abolished as a result of consolidation shall be permitted early retirement with full annuity.

b) The state shall assume for 5 years all increased capital outlay caused by consolidation.

137 School systems that reach a size too large to provide optimum programs should be reorganized into administrative sub-districts for instructional purposes only.

ISOLATED SCHOOLS

By Georgia law the State Board of Education is authorized to allot one additional teacher to each "isolated school" in the state in order to upgrade its educational quality.

Students in schools which are truly isolated should have adequate support for a quality program; however, safeguards should be maintained within the law to avoid abuses initiated by alleged community pride, prejudice, or parental indifference. It is extremely doubtful that the one additional teacher provided by law would be adequate to insure that these "isolated schools" meet the minimum needs of their students.

Within the state there are currently five schools which are designated as "isolated schools". Of these five schools the average enrollment is 266, with the highest 637 and the lowest 27. All but one of these schools are within reasonable commuting distance, either within that school system or an adjoining school system, to a school which can provide a more adequate educational opportunity. The distance that students of these schools would be required to travel to attend an adequate school would average only 18 miles per trip. Over half of these students (637 enrolled in Richmond Hill High School) would be required to travel only 13 miles to another institution. Of the "isolated schools" within the state, only the facility on Sapelo Island warrants special consideration, since it is separated from other schools by a water barrier.

By abolishing the classification "isolated schools" the State not only would achieve a savings in expenditures, but would also allow students currently attending such schools to gain a higher quality of education than they now have.

Recommendation

138 The State Board of Education should eliminate the classification "Isolated Schools," with the request that the General Assembly make special provision within the law for students on Sapelo Island.

STUDENT ACCOUNTING

Student accounting is the process of counting students and utilizing the results to make decisions concerning the allocation of resources, especially funds. In most schools in Georgia, student accounting records are kept by either the individual teacher or by each school. These records are consolidated, usually on a monthly basis, within the superintendent's office. After consolidation the records are sent to the State Department of Education where yet another transcription takes place. Throughout this system there are many points where errors can occur and, in addition to the problem of accuracy, there is also a loss of time resulting in additional personnel costs and delayed reporting.

The National Education Association, in its publication *Rankings of the States*, recently listed Georgia as having one of the highest dropout rates in the country. This has been proven untrue; however, the reason for the initial ranking is Georgia's method of student accounting. The present accounting method provides no means for keeping track of a student who transfers from one system to another at the end of the school year. Therefore, if a student does not re-register each fall in the same school system he was attending previously, he is simply listed as a dropout.

Already several of the larger school systems have implemented a computerized accounting system which eliminates the above problems. Although individual teachers still maintain daily attendance figures, the data are summarized by clerks for computer processing. Under this system each student is assigned a computer file upon entry into the school system in which is kept his individual attendance records. This system is now functioning efficiently after overcoming the initial lag time and after establishing a unique identification number for each student.

The subcommittee made the following detailed recommendations in the area of student accounting which were later condensed and approved by the full Committee.

- The State Board of Education should devise a numbering system by which each local school system, if desiring to do so, is able to assign a unique number to each student that is entering school; provided, however, that the student has not been assigned either a Social Security number or a unique number by another local school system in Georgia.
- The State Department of Education should be provided with funds to use a single CESA as a means of developing the most effective and accurate accounting method.
- If a particular system is found to be most effective and economically feasible, state funds should be appropriated for its adoption and operation among all the CESAs.

Recommendations

139 A uniform statewide numbering system should be developed which would assign a unique identification number to each student.

140 The State Board of Education should be required to research methods of student accounting by having one CESA conduct a test case to determine the most efficient and effective accounting method. When the most effective and economically feasible method is determined, state funds should be provided for the adoption and operation of the new method among all 16 CESAs.

ALLOTMENT FORMULA

Since the funding provided for three major foundation program classifications—instructional unit expenses; maintenance, operation, and sick leave expenses; and instructional media expenses—is based on a school's projected first four month average daily attendance (ADA), an accurate method for making these projections should be utilized. Current allocations are based on a school's ADA for the immediately preceding year, adjusted by the average change (either an overall increase or decrease) in the annual ADA for the preceding five years. Research has recently determined, however, that annual and first four month ADA statistics are not comparable and should not be combined. Further, first four month ADA tends to be a more accurate indicator of future attendance than does annual ADA. Researchers have also discovered that attendance in most school systems does not usually show a continuous change in a single direction over a five year period. The present system assumes that attendance will either increase or decrease steadily over a five year period, but unfortunately this is seldom the case. For example, attendance within a system may fall for two years and then increase dramatically during the next three school terms.

This type of variation in enrollment pattern must be accounted for within any process which attempts to project enrollment, since its exclusion could create excesses in some systems while causing shortages in others.

In order to prevent these problems the Committee feels that a modification of the current allotment formula is necessary. The proposed formula is based solely on first four month ADA statistics and eliminates the inaccuracies caused by combinations of annual and first four month figures. In addition, classifications have been developed to aid in the projection of more accurate ADA estimates. When there has been a change in trend during the preceding five-year period, one of the following options is used:

A. If the change in trend in ADA occurred in the immediately preceding year, the allotment should be based on the most recent first four month ADA, and adjusted by the change between the most recent two years. For example, if ADA decreased from 1969-1972 and then increased in 1973 from the 1972 figure the following variation in the formula would apply:

$$ADA_{74} = ADA_{73} + (ADA_{73} - ADA_{72})$$

B. If the change in trend occurred in the two most recent preceding years, the allotment should be based on the most recent first four month ADA and adjusted by the average change for the most recent three years. For example, if ADA increased from 1969-1971, declined in 1972 and again in 1973, the following variation in the formula would apply:

$$ADA_{74} = ADA_{73} + \frac{(ADA_{73} - ADA_{71})}{2}$$

C. If the change in trend occurred in the three most recent preceding years, the allotment should be based on the most recent first four month ADA, and adjusted by the average change for the most recent four years. For example, if ADA increased from 1969-1970 and declined in 1971, 1972, and 1973, the following variation would apply:

$$ADA_{74} = ADA_{73} + \frac{(ADA_{73} - ADA_{70})}{3}$$

D. Otherwise, the predicted first four months for a grade level is the first four months of the preceding year adjusted by the average change during the most recent five years. For example, if ADA increased steadily from 1969-1973, the following formula would apply:

$$ADA_{74} = ADA_{73} + \frac{(ADA_{73} - ADA_{69})}{4}$$

If, however, either condition B or C applies and if the change between the most recent two years is one-third or less than the change between the second and third years, only the most recent change will be used to adjust. In these cases the changes are becoming very small and the ADA is stabilizing; thus, a formula which does not overcompensate should be used.

Recommendation

141 The allotment formula should be modified in the following ways to make the adjustment process more efficient.

a) First four month ADA figures should be used consistently throughout the formula.

b) Changing trends in enrollment should result in the development of variations in the allotment formula to provide more efficiently for the allocation of funds.

PROGRAM ACCOUNTING

The Research Corporation of the Association of School Business Officials has conducted a detailed study of the methods presently being used to manage educational resources. The study concludes that, although educators will claim they have been planning on an extensive basis for some time, the planning process has in fact proceeded at random. Rarely has there been a demand for a comprehensive assessment of how effectively resources are utilized.

The study also concludes that major attitudinal changes are presently taking place. Congress, state legislatures, and local citizens are demanding greater accountability of how tax dollars are being spent. Local school systems therefore must develop methods to determine which programs are successful, which programs need to be eliminated and which programs need to be modified. School administrators must develop the techniques to justify management decisions. Moreover, there are other forces which add to the requirement for increased accountability: an increasing demand for broadening the scope of the educational program; the burst of new ideas and technology; the increasing emphasis placed by school systems upon solving social problems; and greater competition for the tax dollar.

In summary, pressures that are now being exerted upon public education require that methods of accountability be developed and implemented in order to justify decisions affecting the tax dollar. It is necessary to develop a statewide system of accountability that can be used to evaluate the quality of education in Georgia and to plan effectively for the future.

Recommendation

142 The State Board of Education should develop and implement a program accounting system for selected programs. The State Board should then evaluate the impact of these programs and, based upon the results, develop an action plan for the implementation of a full scale program accounting system.

FLOW OF CASH GRANTS TO LOCAL SCHOOL SYSTEMS

The cash flow to local school systems has often been insufficient to meet financial obligations during critical periods of the year. During Fiscal Year 1973-74 school systems were forced to pay $1,007,884.85 in interest on loans as a result of the cash flow problems.

There are two primary sources of funds flowing to local school systems: state allotments under the MFPE Act, and property tax collections. At present the majority of state funds under MFPE are distributed to local school systems in 12 monthly installments. Therefore, the cash flow of state funds to local school systems remains fairly constant. Funds generated from property tax collections, however, do not flow to local systems at a regular rate. Presently tax payments are scheduled to begin in the fall with 85-90 percent received by the end of December; however, this is not always the case. Some counties have had difficulties in developing a tax digest, and in other counties payments are delayed by litigation. These problems have resulted in an erratic flow of property tax revenues.

It is critical that the state eliminate or reduce the necessity for local school systems to borrow funds to meet general obligations, thus increasing the total amount of funds available for educational programs.

Recommendations

143 The Department of Education should be authorized to increase the amount of technical assistance to local systems in financial management by adding three specialists to the staff of the State Department of Education.

144 Legislation should be implemented for collection of educational taxes without penalty to the educational funds.

145 It is recommended that the House Ways and Means Committee develop a method for collecting all local revenues from the property tax on a quarterly basis.

146 The State Department of Education should provide cash advances to systems with approved tax digests.

SYSTEMATIC AND PERIODIC REVIEW OF EDUCATIONAL LAWS

Georgia's present school laws specify a need for periodic and systematic review; however, updating is usually slow. Increasing changes in the state's economic, cultural, and educational structure make it mandatory that provisions be made for a regular review in order to keep pace with new requirements necessary to maintain an adequate program of education in Georgia.

Recommendation

147 In order to provide for systematic and periodic review of Georgia's educational requirements and laws, the Education Committees of both the House and the Senate shall review these recommendations and make an annual progress report which is a matter of public record. The State Board of Education shall meet jointly with these committees at least once a year.

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